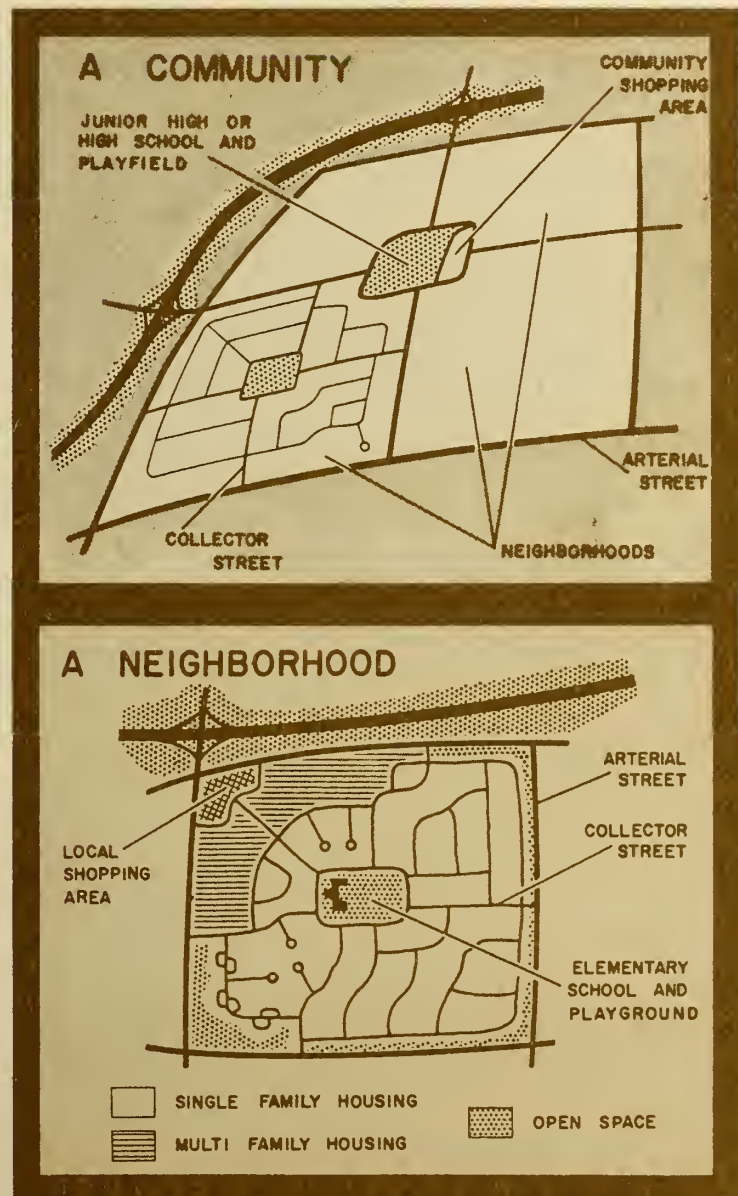


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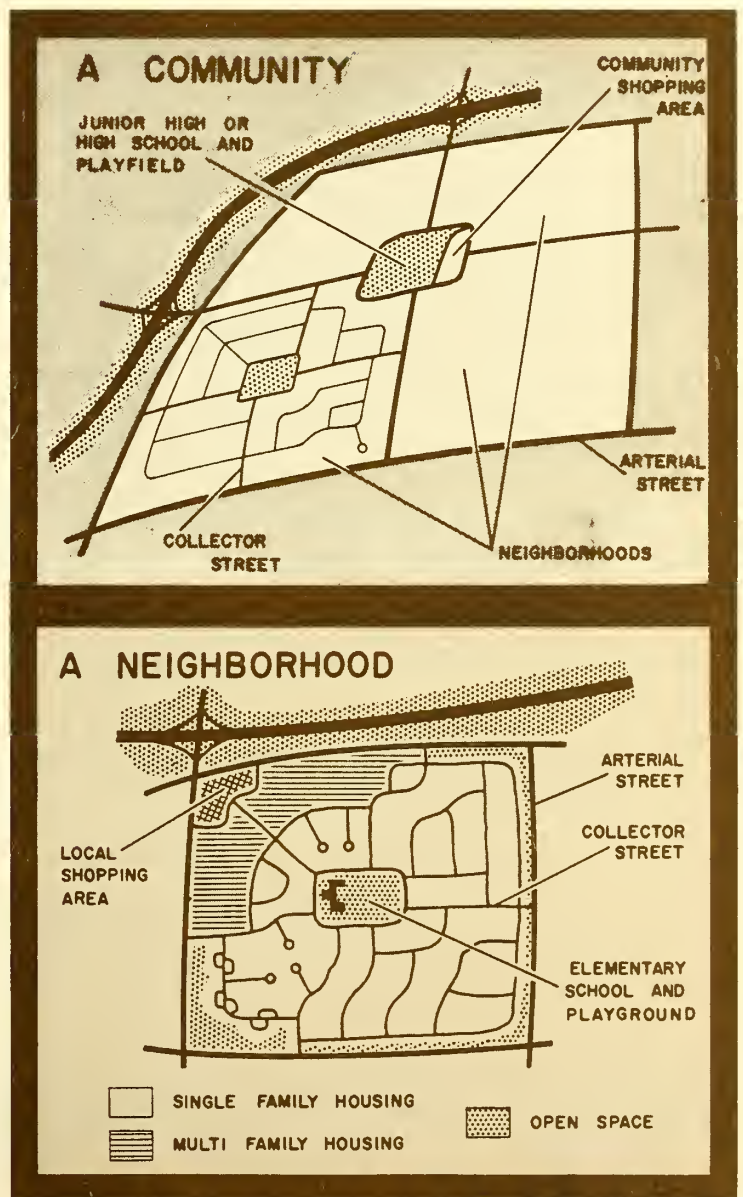
# NEIGHBORHOOD ANALYSIS



SHELBY, NORTH CAROLINA



# NEIGHBORHOOD ANALYSIS



SHELBY, NORTH CAROLINA

The preparation of this report, was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

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# INTRODUCTION



## INTRODUCTION

What is a neighborhood analysis and how can it influence the quality of housing and environmental conditions within a city? To answer the first question, a neighborhood analysis is a detailed examination of each neighborhood within a city with an eye toward uncovering its assets and liabilities, its amenities and problems. Emphasis is, quite naturally, placed on blighted neighborhoods since these areas will require the most extensive corrective measures. The recommendation of corrective measures for such areas and the mechanisms through which they can be accomplished are the main contributions of the study. Then too, much data is collected which can be used in planning for public housing and perhaps even urban renewal. A broader, more subtle contribution of such a study is the motivation it gives private homeowners and landlords to rehabilitate their borderline housing with some assurance that their neighbors will be encouraged to do likewise.

This Neighborhood Analysis is, because of its particular emphasis, the pivotal study in the Workable Program. It was primarily to up-grade housing and environmental conditions that the Workable Program was instituted. The Workable Program is defined as a plan of action whereby a community marshalls both public and private resources to eliminate existing slums and prevent creeping blight. Seven interrelated elements form the basic requirements of the Workable Program. They are as follows:

1. Codes and Ordinances -- especially building, plumbing, electrical and housing.
2. Comprehensive Community Plan -- including the following aspects:
  - a. a land development plan
  - b. a major thoroughfare plan
  - c. a community facilities plan

These plans are put into effect through:

- a. a zoning ordinance
- b. subdivision regulations
- c. a capital improvements program



3. Neighborhood Analysis -- the present document with its recommendations for corrective action.
4. Administrative Organization -- making proper use of municipal personnel in achieving goals.
5. Financing -- costs of the Workable Program include expenditures for planning, code compliance and public improvements.
6. Housing for Displaced Families -- a critical element which can usually be satisfied only by the provision of low-rent public housing.
7. Citizen Participation -- an arrangement whereby citizens can have a say in what is done to their neighborhoods.

All of these elements are now operative in Shelby -- or else they will be operative shortly. It will be apparent to the reader that only through a coordinated program such as that outlined above can a community hope to overcome the inertia and the fatalism which would otherwise permit blighted areas to remain as a drain on the community -- socially and economically.

The approach taken in this study was to build on the information and insights already acquired while compiling Shelby's Land Development Plan. The four classifications of housing used in that report are carried over to this one. They are: conservation, the superior housing which needs only to be maintained; minor repair, the good housing which nevertheless needs painting or minor structural repairs; major repair, the rather shoddy housing which will require a major expense to rehabilitate; and dilapidated, housing that would cost more to rehabilitate than it is worth. For purposes of neighborhood delineation the same 11 in-town study areas that were used in the Land Development Plan were used here. The scope of the study is limited to the city proper since it is only within the city proper that the minimum housing code and other tools apply. While it is recognized that these areas may not be the precise areas that residents would call "their neighborhood" they seem logical from the standpoint of natural and man-made barriers. (See Map 1).





An overall survey of the city's patterns of blight, as indicated by social and physical deficiencies, is presented in Chapter I. Chapter II treats the individual study areas or neighborhoods in terms of their present characteristics and future prospects. Chapter III sets forth policy guidelines along with recommendations concerning the techniques and tools needed to effectuate the up-grading processes which ought to apply to given areas. This chapter will try to answer the second question raised in the opening sentence.

A few words of explanation are in order at this point concerning the designation of different areas for "conservation", "minor rehabilitation", "major rehabilitation" or "clearance and redevelopment" treatment. This is done verbally in Chapters II and III and graphically on Map 18. One is reminded of the famous Lincoln joke wherein he asked someone: "If you count a dog's tail as a leg, how many legs does a dog have?" The answer is "four" because calling a tail a leg does not make it one. The same goes for the designation of treatment areas. The labelling of such areas according to their quality does not automatically solve any of their environmental problems. The only value which these designations have, aside from the help they provide in selecting redevelopment and/or public housing sites, is that they let property owners know how their neighborhood stacks up in comparison to the rest of the town. It also gives property owners and the City a pretty clear notion of the financial outlay and intensity of work which will be required to bring blighted neighborhoods up to par. The upcoming Community Facilities Plan, Capital Improvements Budget, and Public Improvements Program will provide more precise guidelines, including cost estimates, regarding the City's likely role in constructing neighborhood improvements.



SHELBY

North Carolina

STUDY AREAS



PERIMETER

MILE

13

LIMITS

7

14

8

6

2

5

1

9

3

11

4

15

12

10

MAP - I

PERIMETER

MILE



# CHAPTER I

## OVERALL PATTERNS OF BLIGHT





## CHAPTER I

### OVERALL PATTERNS OF BLIGHT

This chapter will assess the overall patterns of blight in Shelby. It will treat both social and physical indicators of blight, but this treatment will be of general or city-wide scope. Since it is virtually impossible to obtain data concerning the characteristics of families affected by poor housing on a neighborhood basis without making a house-to-house canvas, it has been decided to present the available data on the socio-economic concomitants of blight in this general chapter before turning to a more detailed analysis of each study area's physical character. Maps will be relied on rather heavily to tell the story of blight in Shelby.

#### Characteristics of Families Affected by Poor Housing

Shelby had, according to the 1960 Census, 5,416 housing units. Of these 5,416 housing units, 5,190 were occupied. Of the 5,190 occupied housing units 2,854 (or 55%) were owner-occupied whereas 2,336 (or 45%) were renter-occupied. Of the 2,854 owner-occupied units 2,604 (or 91%) house whites and 250 (or 9%) house non-whites. Of the 2,336 renter-occupied units 1,599 (or 67%) house whites and 737 (or 33%) house non-whites.

According to the 1960 Census of Housing, 4,085 of Shelby's 5,416 housing units can be classified as "sound"; however, only 3,777 of these "sound" units are equipped with all plumbing facilities. Shelby had 921 "deteriorating" housing units in 1960, but 500 of these units were equipped with all plumbing facilities. There were also 410 dilapidated units -- making a total of 1,331 sub-standard housing units (or 25% of the total housing inventory). It appears that 754 (or 56.65%) of the 1,331 sub-standard housing units are occupied by whites while 577 (or 43.35%) of them are occupied by non-whites. Table I summarizes the condition of housing and size of household figures which are available from the Census.





TABLE I HOUSING CHARACTERISTICS FOR SHELBY

		Total	White	Non-White
All Housing Units		5,416	4,429	987
Sound		4,085	3,675	410
With all plumbing		3,777	3,526	251
Lacking some plumbing		308	149	159
Deteriorating		921	617	304
With all plumbing		500	460	40
Lacking some plumbing		421	157	264
Dilapidated		410	137	273
Population in Housing Units		17,614	13,621	3,993
Per occupied unit		3.25	3.08	4.05
-----				
Number of rooms per unit:		Number of Units in Structure:		Year Structure Built:
1 room	64 units	1 unit	4,832	
2 rooms	108 units	2 unit	279	1955 to March,
3 rooms	677 units	3 & 4 unit	108	1960 699
4 rooms	1,274 units	5 or more	152	1950-54 778
5 rooms	1,568 units	Trailer	45	1940-49 998
6 rooms	930 units			1939 or
7 rooms	366 units	Total	5,416	earlier 2,941
8 or more	429 units			
Median	4.9 rooms			

While the foregoing information is not geared strictly to slum areas, and while it does not quantify or prove the degree of overcrowding which is characteristic of such areas, it may be interesting as an overall measure of housing quality. Table II, which relates the value of owner-occupied housing and the gross rents paid for rental housing, may serve the same purpose.

The tremendous difference between the median value of white and non-white owner-occupied homes (\$6,600) is noteworthy; however, the disparity between gross rents does not seem to reflect the actual disparity between the quality of the accommodations offered to members of the two races. In other words, non-whites are paying two-thirds as much as whites for quarters which are, in many cases, less than two-thirds as good.



TABLE II

VALUE OF OWNER-OCCUPIED HOUSING AND  
GROSS RENT OF RENTER-OCCUPIED HOUSING

	Total	Non-White
Value		
Owner Occupied:	2,710	476
Less than \$5,000	529	238
\$5,000 to \$7,400	559)	110
\$7,500 to \$9,900	399)	
\$10,000 to \$12,400	407)	112
\$12,500 to \$14,900	220)	
\$15,000 to \$19,900	280	12
\$20,000 to \$24,900	131	4
\$25,000 or more	185	--
Median Dollars	\$9,200	\$2,600
Gross Rent		
Renter occupied:	2,336	737
Less than \$20	29	16
\$20 to \$39	510	385
\$40 to \$59	823	256
\$60 to \$79	609	48
\$80 to \$99	178	--
\$100 to \$119	53	--
\$120 or more	36	--
No Cash Rent	98	32
Median Dollars	\$54	\$39

A consideration of housing values and gross rents leads logically to a consideration of income levels. Two questions are germane at this point: (1) What constitutes poverty in Shelby? and (2) How is poverty related to slum areas? Using the national breaking point we could say that families having less than \$3,000 annual income are living in poverty -- depending, of course on the size of the family. Some two-member families can maintain a decent standard of living on less than \$3,000 per year and some large families may not be able to do so on \$5,000. (The matriarchal nature of many non-white families further complicates the income picture.) According to this use-



ful criteria Shelby has 1,303 impoverished families (or 28.1% of its total families). Further analysis reveals that these 1,303 families share only 8.5% of the total income for the City. By way of contrast, the 751 families with incomes of \$8,000 and over (who constitute only 16.2% of the families) share 39.6% of the total income. The middle income group (those with annual incomes of \$3,000 to \$7,999) embraces 55.7% of the families in Shelby; its members earn 51.9% of the total income.

It is more than coincidental that there are 1,303 impoverished families in Shelby and 1,331 sub-standard dwelling units. The correspondence between low incomes and poor housing may not, in actuality, be as perfect as these two figures make it seem, but a high degree of correspondence is undeniable. In 1959 Shelby's white families enjoyed a median income of \$5,235 whereas the non-whites averaged only \$2,124. For Shelby Township the figures were \$4,602 and \$2,033, respectively. Tables III and IV give additional information on the distribution of income for Shelby and the Township. The distribution of income by thousand dollar increments should be of special interest since it gives some clue as to the market for new homes and rental units.

The median educational level for Shelby is 10.2 years of schooling completed by adults twenty-five years of age and older. However, this figure must be divided into its racial components to clarify its bearing on slum areas. Shelby's white adults have completed 10.9 years of school to the non-white adults' 7.2 years. Those adults who have not completed the fourth grade are considered "functional illiterates." The percentage of adults with four years of schooling or less is 13.9. The percentage with 5-7 years of schooling (including those who barely missed completing the eighth grade) is 22.2. The corresponding figures for the Township are 16.1% with four years or less and 27.5% with 5-7 years. Shelby's drop-out rate was 1.8% for both races. This was better than the State average (2.1%), but is still lamentable. Table V gives a comprehensive breakdown of educational attainment.



TABLE III            1959 INCOME DATA FOR SHELBY AND SHELBY TOWNSHIP -  
ALL FAMILIES

	Shelby City	Remainder of Shelby Twp.
All Families	4,643	2,007
Under \$1,000	294	221
\$1,000 to \$1,999	477	192
\$2,000 to \$2,999	532	258
\$3,000 to \$3,999	654	319
\$4,000 to \$4,999	610	270
\$5,000 to \$5,999	578	247
\$6,000 to \$6,999	460	149
\$7,000 to \$7,999	287	126
\$8,000 to \$8,999	221	63
\$9,000 to \$9,999	115	69
\$10,000 to \$14,999	254	65
\$15,000 to \$24,999	113	24
\$25,000 and over	48	4
Total Family Income	\$25,730,000	\$9,242,000
Median Family Income	\$ 4,598	\$ 4,050
Mean Family Income	\$ 5,542	\$ 4,605
Total Personal Income	\$26,656,280	\$9,574,712
Per Capita Income	\$ 1,506	\$ 1,111

Number and Per Cent of  
Families with Income:

	Number	Per Cent	Number	Per Cent
Under \$3,000	1,303	28.1	671	33.4
\$3,000 to \$7,999	2,589	55.7	1,111	55.4
\$8,000 and over	751	16.2	225	11.2

Per Cent of Income:

Under \$3,000	8.5	11.3
\$3,000 to \$7,999	51.9	60.6
\$8,000 and over	39.6	28.1

Source: U. S. Census





TABLE IV      1959 INCOME DATA FOR SHELBY AND SHELBY TOWNSHIP  
NON-WHITES

	Shelby City	Remainder of Shelby Twp.
Non-White Families	870	334
Under \$1,000	153	92
\$1,000 to \$1,999	258	72
\$2,000 to \$2,999	194	92
\$3,000 to \$3,999	126	52
\$4,000 to \$4,999	80	14
\$5,000 to \$5,999	24	8
\$6,000 to \$6,999	12	4
\$7,000 to \$7,999	--	--
\$8,000 to \$8,999	20	--
\$9,000 to \$9,999	3	--
\$10,000 and over	--	--
Total Family Income	\$2,158,000	\$699,000
Median Family Income	\$ 2,124	\$ 2,033
Mean Family Income	\$ 2,480	\$ 2,093
Total Personal Income	\$2,235,688	\$724,164
Per Capita Income	\$ 558	\$ 366

Number and Per Cent of  
Families with Income:

	Number	Per Cent	Number	Per Cent
Under \$3,000	605	69.5	256	76.6
\$3,000 to \$7,999	242	27.8	78	23.4
\$8,000 and over	23	2.7	--	--

Per Cent of Income:

Under \$3,000	44.0	54.9
\$3,000 to \$7,999	46.8	45.1
\$8,000 and over	9.2	--

Source: U. S. Census



TABLE V		SCHOOL GRADES COMPLETED - ADULTS TWENTY-FIVE YEARS OLD AND OVER							
	Cleveland County	Shelby Twp. (excluding City of Shelby	City of Shelby			North Carolina			
			Total	White	Non- White	State	Urban	Rural	
Elementary School									
1-4	14.7	13.0	11.7	9.2	22.5	13.4	10.6	15.4	
5-7	26.4	27.5	22.2	20.2	30.8	25.0	11.2	28.5	
8	8.8	9.0	8.2	7.8	10.1	9.3	17.5	9.7	
High School									
9-11	16.6	17.5	17.8	18.3	15.8	17.0	17.4	16.7	
12	18.6	20.0	20.8	23.6	8.6	18.9	20.8	17.5	
College									
13-15	6.3	6.4	9.3	11.2	0.9	7.1	10.2	4.9	
16+	4.9	3.5	7.8	8.1	6.2	6.3	9.7	3.8	
No Years Completed	3.6	3.1	2.2	1.5	5.0	3.1	2.5	3.5	
Median	8.6	8.7	10.2	10.9	7.2	8.9	10.4	8.3	

Source: Population and Economy Report, prepared by Division of Community Planning

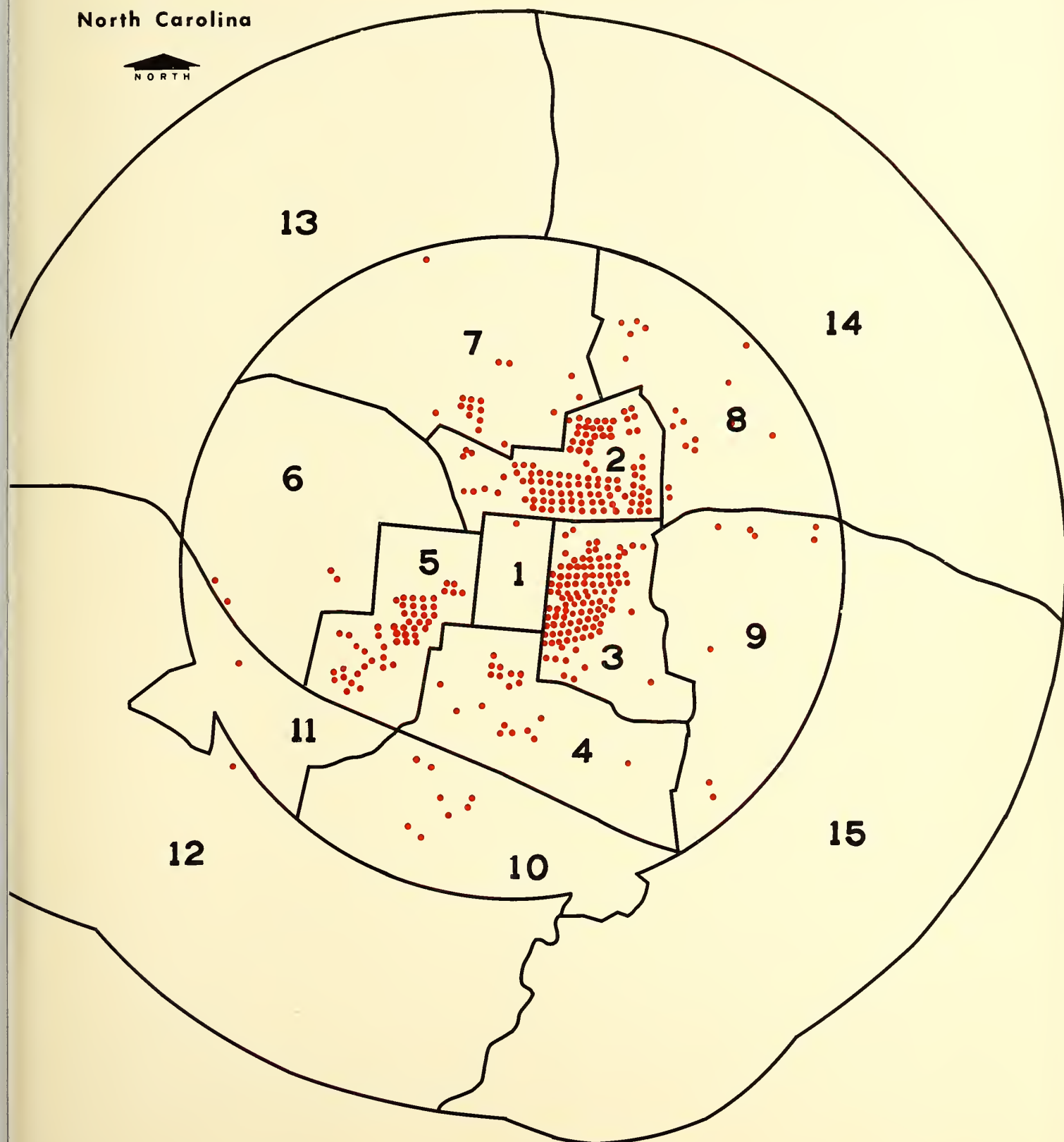


# SHELBY

North Carolina



## Selected Arrests



● = ONE ARREST



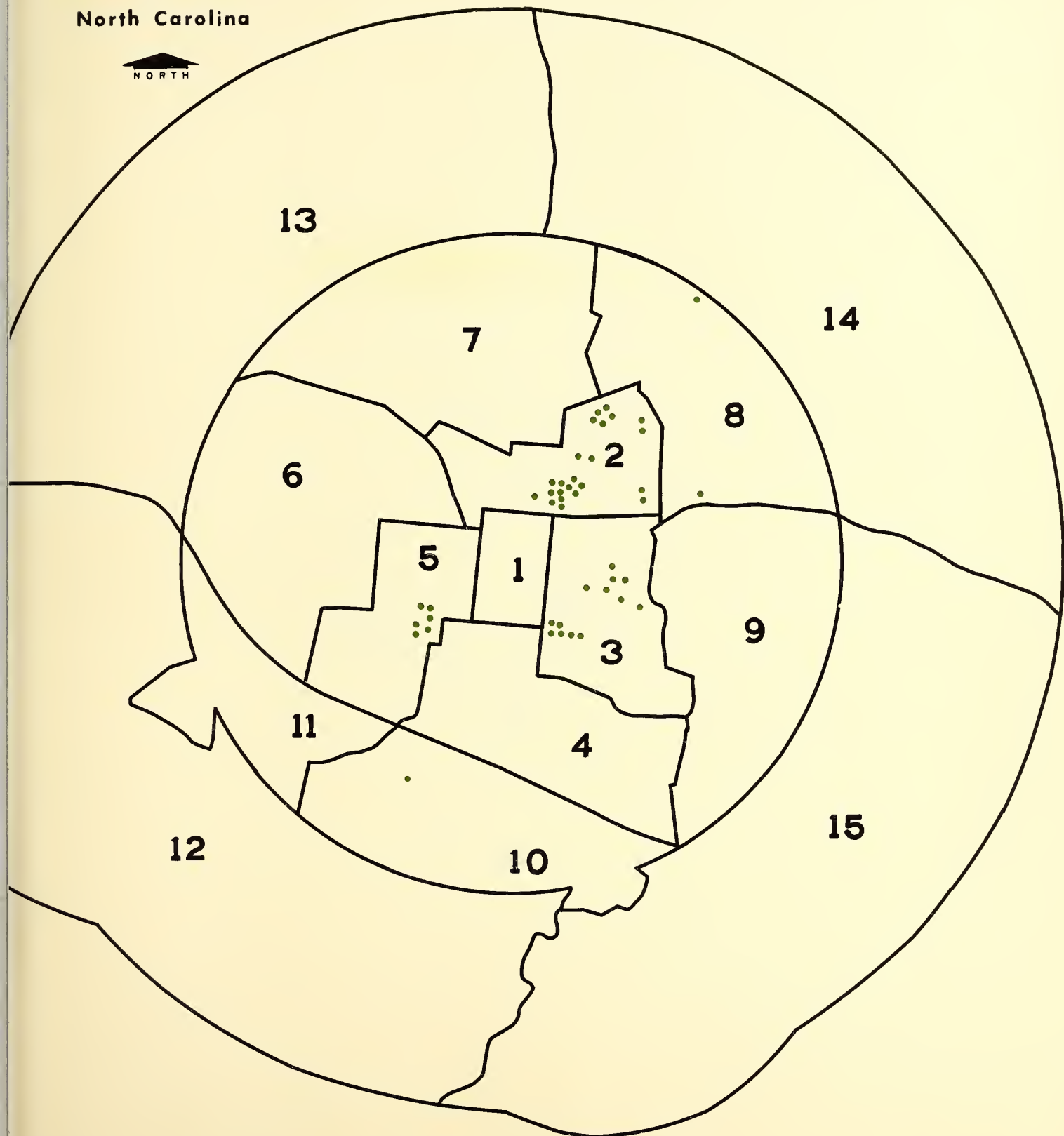
## Social Indicators of Blight

Social disorganization, public health problems and economic dependency are three of the most common bed-fellows of blight. Examples of social disorganization and public health problems which are usually found more frequently in blighted areas than in the community at large are: crime (both adult and juvenile), divorce and desertion, illegitimate births, venereal disease, tuberculosis and infant deaths. We might also expect economic dependency, as measured by welfare case loads, to be concentrated in blighted areas. No attempt has been made in this study to plot and interpret the spatial distribution of all of the fore-named indicators of blight, but merely to give a sampling which will establish the overall pattern of blight for the city.

Map 2 shows the distribution of arrests by officers of the Shelby Police Department during the year 1963 according to the place of residence of the party arrested. There is, it should be noted, some duplication; some individuals were arrested more than once during the year, but this should not materially affect the pattern which emerges. Map 2 shows arrests on all charges except public drunkenness and minor traffic violations. (The only traffic violations plotted were drunk driving and hit and run.) Arrests for public drunkenness were excluded because they formed at least one-third of the total. It was felt that the plotting of these arrests would simply solidify the dot patterns in certain areas. It will be noted that four areas stand out in the number of arrests made in 1963. These are: (1) the Creekside-Flat Rock Area, (2) the area between the railroad tracks and Suttle Street, (3) the West Shelby neighborhood which extends in a southwesterly direction from Graham Street to Royster Street, and (4) the area around Weathers and Antrum Streets. All but the West Shelby neighborhood are predominantly non-white areas.







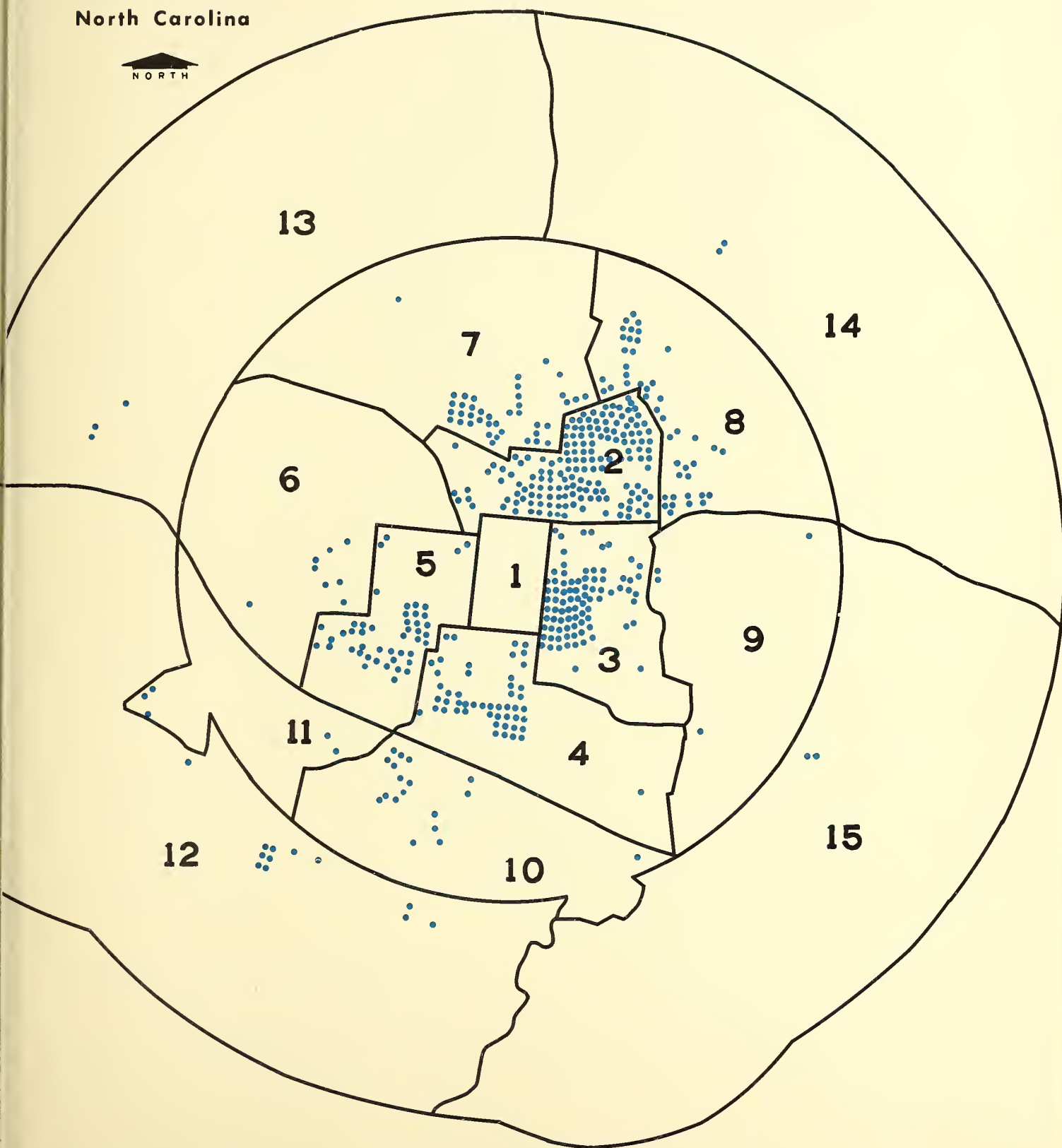
● = ONE CASE



SHELBY

North Carolina

Public Assistance Cases



● = ONE CASE



No attempt was made to plot the distribution of divorces or desertions, illegitimate births or infant deaths. It was felt that these tragedies ought not to be paraded on maps. Furthermore, official statistics might be understated because of events happening elsewhere to persons normally resident in Shelby. Attempts were made to plot the distribution of venereal disease and tuberculosis cases. The tuberculosis cases did not follow any definite pattern (perhaps because the period studied was not long enough), but the venereal disease cases showed up in the same areas where arrests were most commonly made. It was deemed advisable to include a map showing this conjunctive situation, namely Map 3.

Map 4 shows the distribution of public assistance cases as of May, 1964. All categories of welfare aid are included so there may be some duplication where a family receives more than one kind of assistance. The pattern which emerges is similar to that of arrests, but is much more widespread. The greatest concentration of welfare cases seems to be in Study Area 2 (between Grover and Suttle Streets). The second most concentrated area is the Creekside-Flat Rock Area, followed closely by the West Shelby Area (plus Live Oak Street and South DeKalb). The Jamestown Area has a large number of cases for its size while South Shelby (a relatively large area with mediocre housing) has remarkably few cases. There are other areas with a scattering of recipients, but these can hardly be considered blighted areas.

#### Physical Indicators of Blight

The physical indicators of blight which will be considered here are sub-standard housing, sub-standard streets and fire calls.

Map 5 shows the overall pattern of sub-standard housing -- both within Shelby proper and within its fringe area. It also shows non-white neighborhoods in relation to study area boundaries.

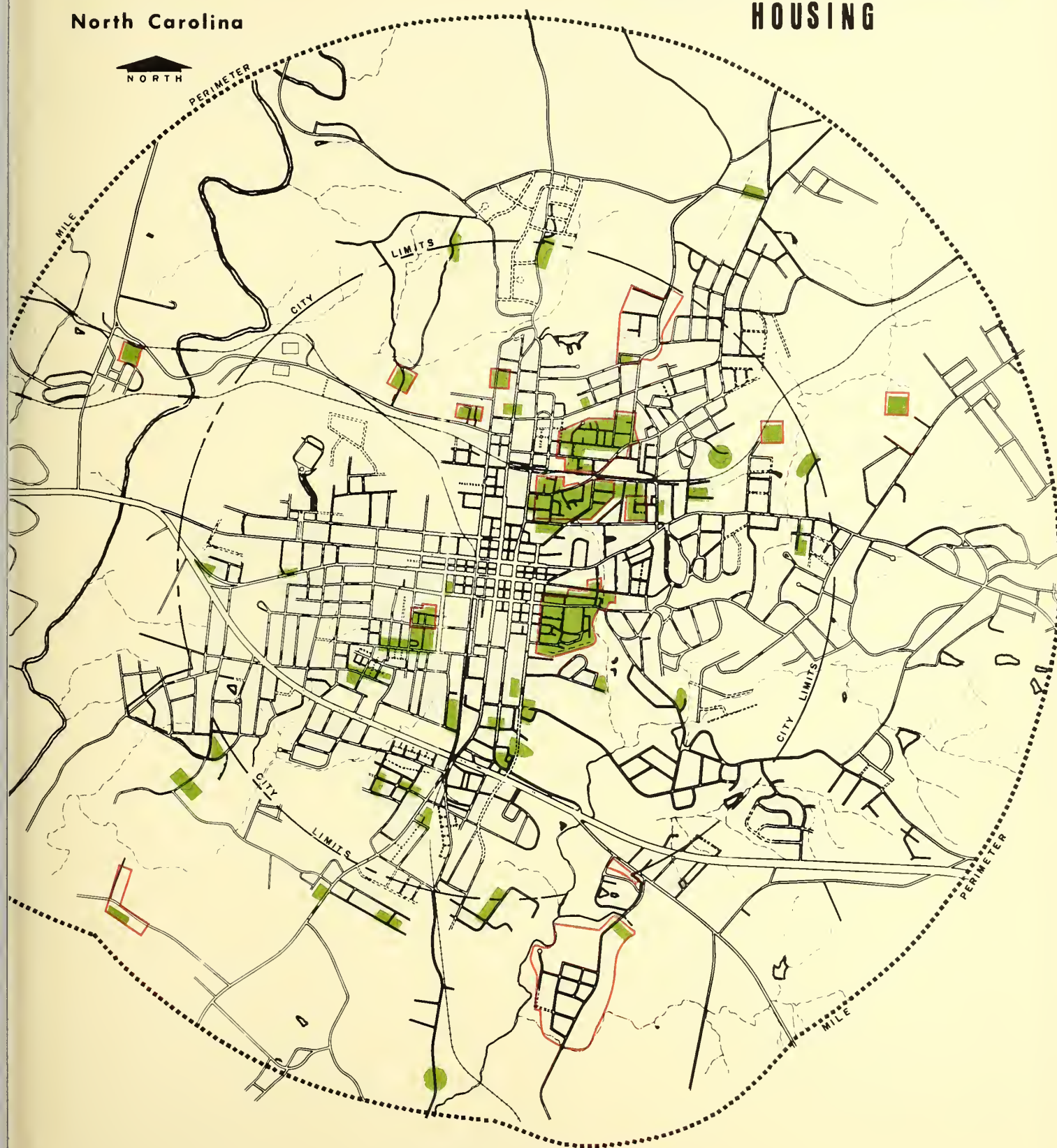




SHELBY

North Carolina

AREAS OF SUB-STANDARD  
HOUSING



LEGEND



NON-WHITE NEIGHBORHOODS



AREAS WITH MOSTLY SUBSTANDARD HOUSING

MAP-5

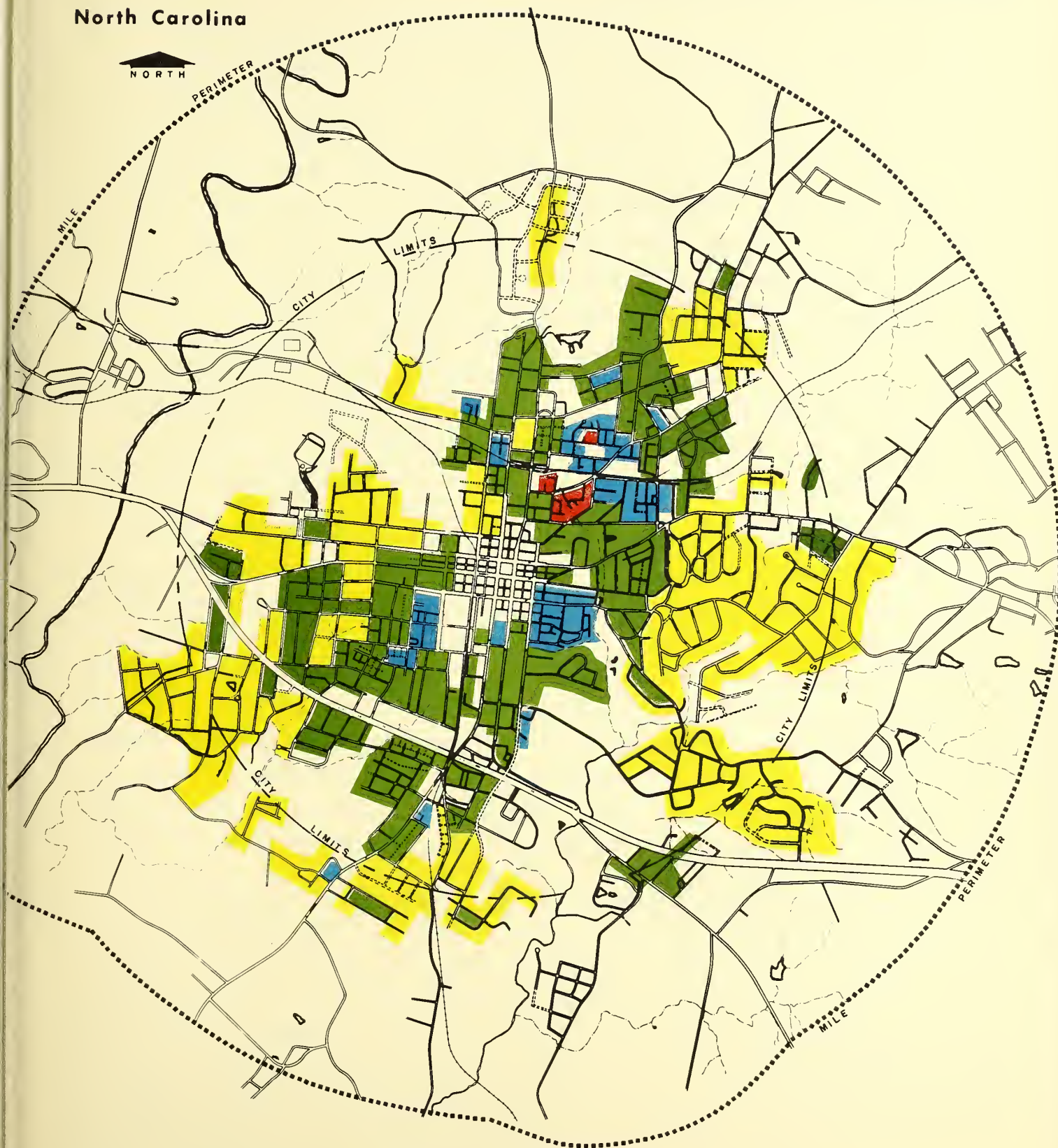




# SHELBY

North Carolina

## Residential Densities



### LEGEND

DWELLING UNITS PER ACRE

- 1 - 2
- 3 - 5
- 6 - 8
- 9 & OVER

MAP-6



More detail concerning sub-standard housing is given on the patterned maps of the individual study areas. Map 6 shows the density of population on a block-by-block basis -- or at least within logically bounded, small areas. This map will be especially meaningful when studied in connection with the "family characteristics" tables in Chapter II. The overcrowding of single-family dwellings by two or more families is not reflected in these tables, but it can be assumed that this phenomenon is quite common in non-white areas. Whereas duplexes and apartment buildings may have no ill effects on an area, the overcrowding of dwellings which are equipped for one or two families by several is sure to start a good neighborhood on a decline or to bring about the ruination of an already marginal neighborhood.

Sub-standard streets are shown on Map 7. Actually, two factors are at work here: sub-standard pavement widths and sub-standard surfacing. The map attempts to show the pattern exhibited by both of these deficiencies. It will be apparent to the reader that narrow, unpaved streets are more likely to have sub-standard dwellings along them than wide, paved streets (either initially or as a matter of evolution). Then too, poor streets usually indicate that other community facilities, such as sidewalks, may be deficient. Most of Shelby's overly narrow or unpaved streets are located in non-white areas.

The spatial distribution of fire calls did not prove to be very significant. Perhaps a clearer pattern would have emerged if more than one year's calls had been plotted and if commercial calls had been counted. It will be noted from Map 8 that the worst part of town for fire calls in 1963 was the area between the railroad tracks, Suttle Street, Wilson and Mint Streets. The second worst area was the Creekside-Flat Rock area. The third worst area was the West Shelby area. A surprise was the substitution of an area north of Grover Street between First and Glendale Streets for the much

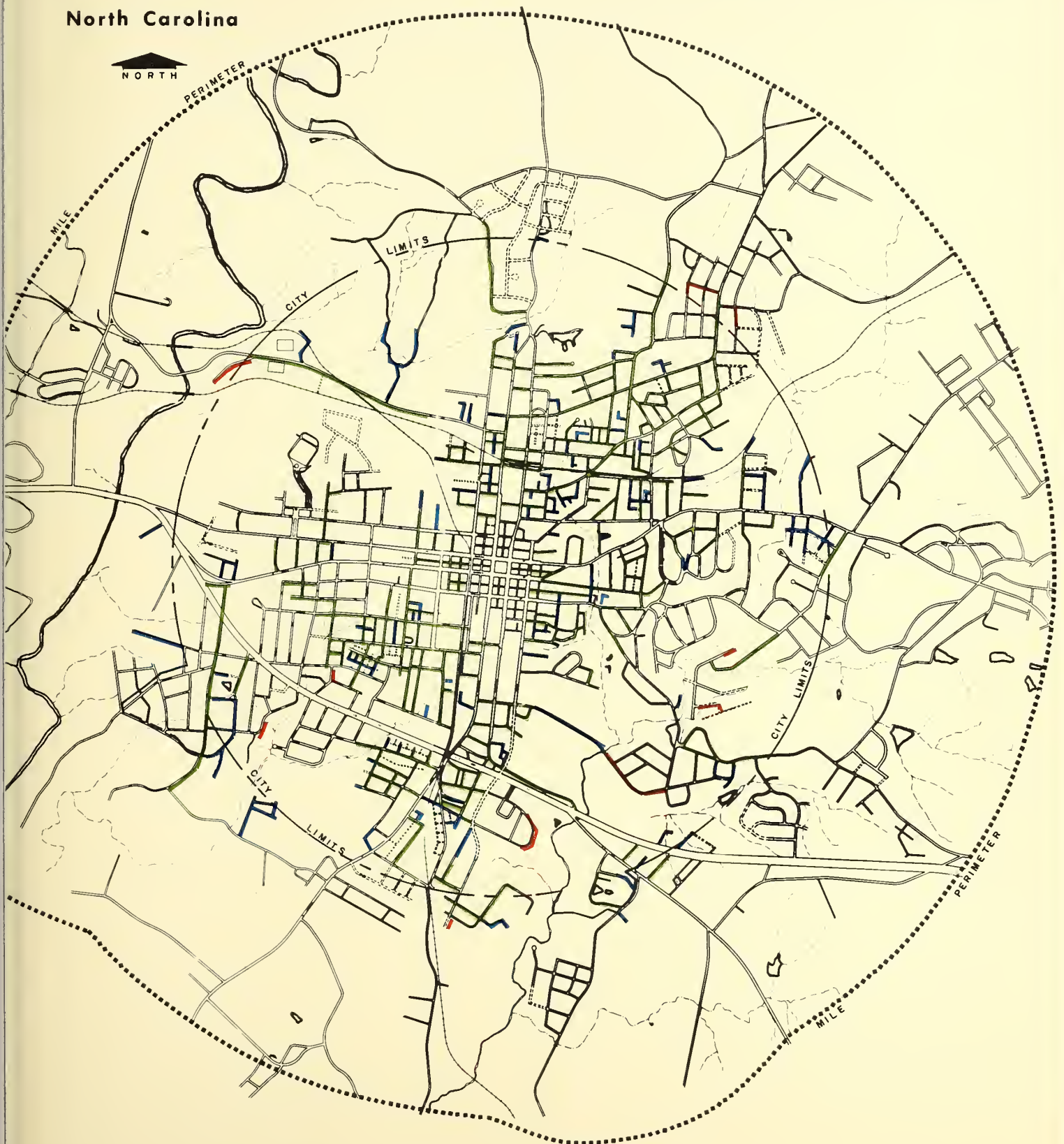




# SHELBY

North Carolina

## Sub-Standard Streets



### LEGEND

- DEFICIENT PAVEMENT WIDTH
- DEFICIENT SURFACING
- DEFICIENT PAVEMENT WIDTH OR TRAVEL-  
WAY AND SURFACING

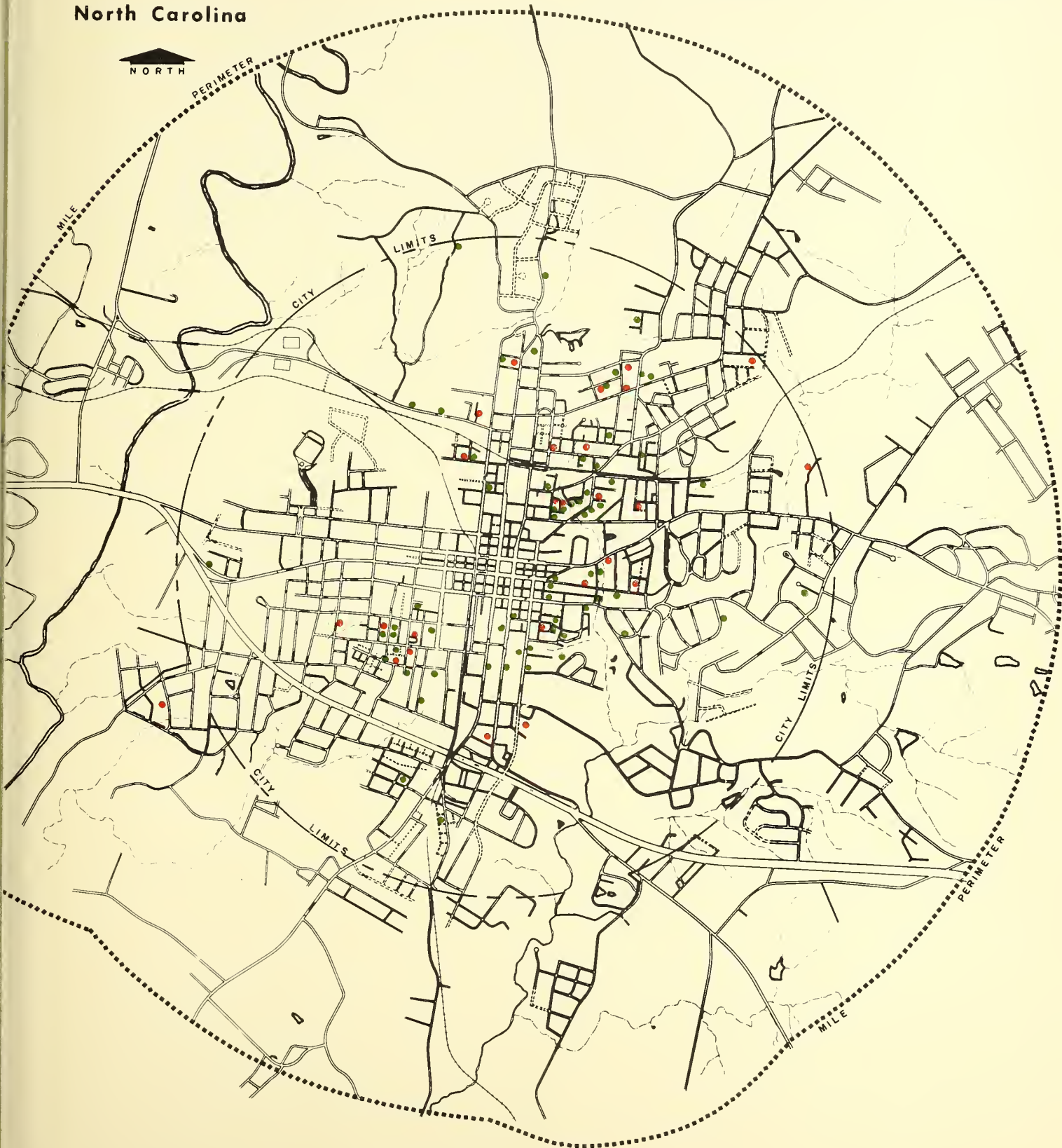
MAP-7



SHELBY

North Carolina

Residential Fire Calls



- = ONE MAJOR FIRE CALL
- = ONE MINOR FIRE CALL





shoddier area between Grover Street and the railroad tracks. Another surprise was the small number of fires in South Shelby. Local fire fighters declare that the type of heating equipment installed in a given dwelling has more to do with its susceptibility to catch fire than any other factor; and, the more primitive and dangerous types of heating equipment are usually found in the more ramshackle types of housing.



## CHAPTER II

# ANALYSIS BY STUDY AREAS



## CHAPTER II

### ANALYSIS BY STUDY AREAS

It will be the purpose of this chapter to delve rather deeply into the physical and social makeup of the various neighborhoods comprising Shelby. Emphasis will, however, be on the physical characteristics since the social characteristics have already been covered, at least in a general way, in Chapter I. As already mentioned, the study areas utilized in this report are the same ones used in the Shelby Land Use Survey and Development Plan. This continuity seems desirable. Study Area #1, the Central Business District, is not a neighborhood but rather a special purpose district; hence, it is not considered in this study. A special study of this important area should be made at some future time.

Factors discussed in connection with each neighborhood are as follows:

- (1) Boundaries and Terrain
- (2) Land Use Characteristics
- (3) Thoroughfares and Other Streets
- (4) Community Facilities
- (5) Condition of Structures
- (6) Family Characteristics
- (7) Factors Contributing to Blight
- (8) Assets of the Area
- (9) Future Development Pattern
- (10) Recommended Treatment

Most of the foregoing headings will be self-explanatory, but a few deserve some explanation. The discussion of "Community Facilities" will emphasize cultural facilities (schools, playgrounds and club houses) and sidewalks. Utilities, including water lines, sanitary sewers and storm drainage, gas and electricity, and street lights are basically adequate for the whole city, but deviations from this norm will be noted. The discussion of "Family Characteristics" will treat the number of





## LEGEND FOR MAPS 9 THRU 18

### MAJOR LAND USE CATEGORIES



PRODUCTION

(INCLUDES HEAVY AND LIGHT MANUFACTURING FACILITIES,  
WAREHOUSES, GREENHOUSES AND JUNK YARDS)



BUSINESS

(INCLUDES RETAIL AND WHOLESALE TRADE FACILITIES  
AND RELATED PARKING LOTS)



SERVICES

(INCLUDES PERSONAL, PROFESSIONAL AND BUSINESS SERVICES  
AS WELL AS PUBLIC UTILITIES, AND TRANSPORTATION  
INSTALLATIONS)



SOCIAL AND CULTURAL

(INCLUDES PUBLIC BUILDINGS, HOSPITALS, SCHOOLS AND  
PARKS, AS WELL AS CLUBS AND CHURCHES)

### HOUSING CONDITIONS AND TYPES

○ CONSERVATION

● MINOR REPAIR

◊ MAJOR REPAIR

◆ DILAPIDATED

T = TRAILER HOUSES

V = ABANDONED HOUSES

GA = GARAGE APARTMENTS

HO = HOME OCCUPATIONS

2,3, ETC. = NUMBER OF DWELLING UNITS IN MULTI-FAMILY STRUCTURE

--- CITY LIMITS

———— STUDY AREA BOUNDARIES

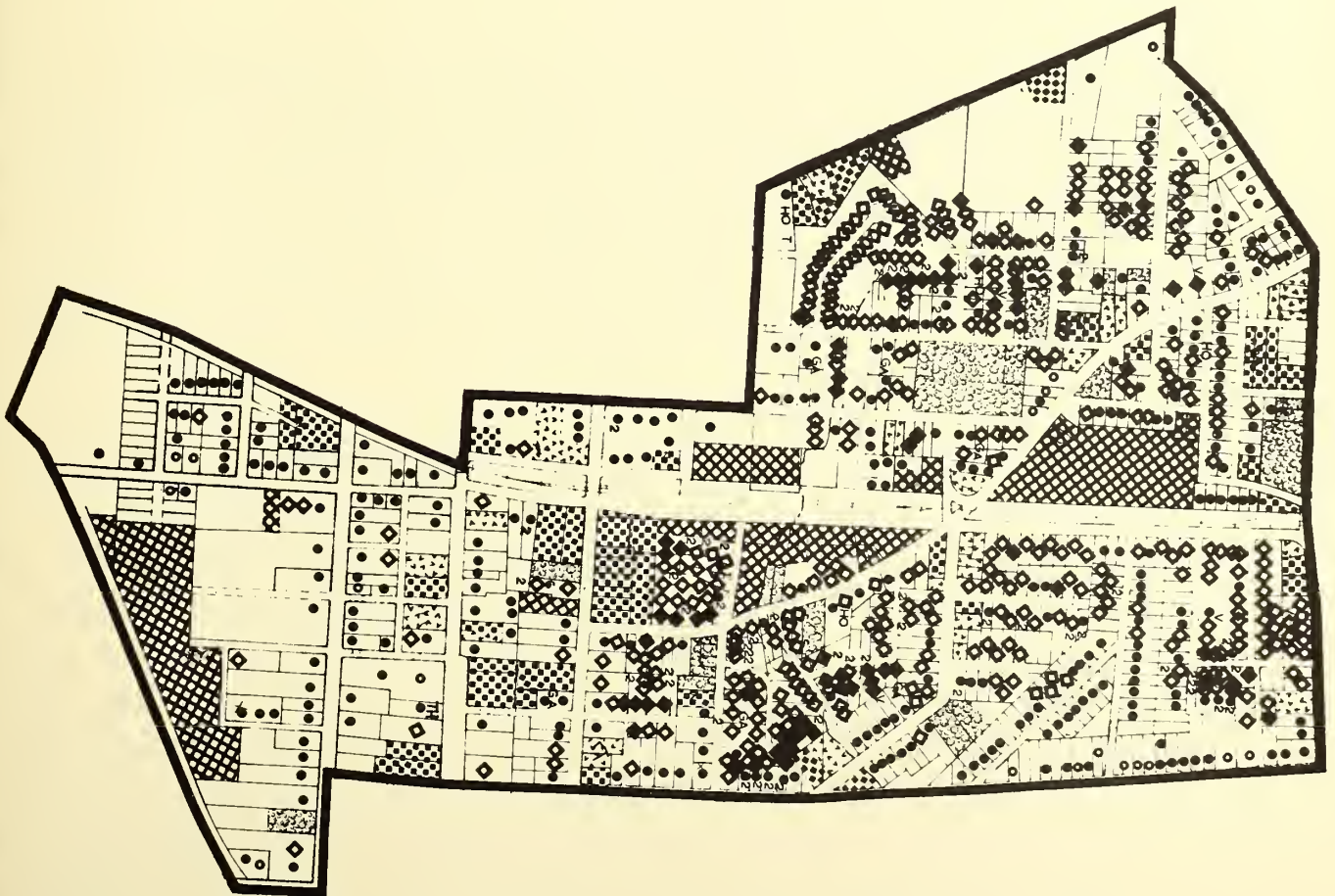


# STUDY AREA 2

## EXISTING LAND USE & HOUSING CONDITIONS

S H E L B Y

North Carolina





white and non-white families affected by sub-standard housing conditions or multi-family living. This is not meant to imply that there is anything wrong with multi-family living. This information is included under "Family Characteristics" for the sake of convenience. The discussion of each area's "Future Development Pattern" takes into consideration its zoning. The zoning of a given area will certainly have a great deal to do with its ultimate development. That is the way it should be. The "Recommended Treatment" for different parts of a study area will be either rehabilitation (major or minor) or clearance and redevelopment (either partial or total).

## STUDY AREA 2

Study Area 2 is bounded by the Seaboard Airline Railroad tracks and by Hudson and Grover Streets on the north, by Lineberger Street on the east, by Suttle, Dorton and Sumter Streets on the south, and by the Southern Railway tracks on the west. There is a creek valley in the center of the area, but otherwise the area lies comparatively flat.

### Land Use Characteristics

Only 15.34% of the total acreage in Study Area 2 is now undeveloped for urban uses. The predominant use of land is residential with 51.74% of the developed acreage. As a matter of fact, the highest residential densities in Shelby are found within this area. Transportation uses (involving considerable railroad right-of-way) take up 26.63% of the developed acreage. There is considerable business activity within the area, mostly on Lafayette, Washington, Carolina, Buffalo, Lineberger and Grover Streets. All of these streets are important radial or crosstown routes. The passage of two railroads through the



area accounts for the substantial amount of industrial activity which is in evidence. The acreage devoted to public and semi-public uses is deficient considering the demands placed on the community facilities which are found in the area. The following table summarizes the land use characteristics of Study Area 2:

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	115.44	43.81	51.74
Commercial	21.96	8.33	9.81
Industrial	18.29	6.94	8.19
Public, etc.	7.94	3.01	3.55
Transportation	59.44	22.55	26.63
Vacant	40.43	15.34	00
Total	263.50	99.98	99.92

#### Thoroughfares and Other Streets

The only major thoroughfares which pass through Study Area 2 are Lafayette Street (N. C. 18) and Grover Street (also N. C. 18). The former carried about 7,100 vehicles per day in 1962 whereas the latter carried about 5,800. Other important streets are Morgan, Washington, Buffalo, Carolina, Lineberger, Frederick, and Weathers. None of them has a divisive effect.

There are 1.82 miles of unpaved streets in the area and almost 100% of these are minor side streets providing access to non-white dwellings. Some of these dirt streets are not only dusty or muddy, depending on the season, they are chaotically laid out. Dead-ends are numerous and so are jogs.

#### Community Facilities

The Cleveland Training School, a combined elementary-secondary school for non-white children, is located within the area. It is woefully inadequate to serve the student load which is placed on it. The site is much too small (3.2 acres) to





serve its current (1963-64) enrollment of 906 students. Play-ground facilities are inadequate for the students -- let alone the whole neighborhood. There is also a Negro Branch Library in the area, but it is housed in what looks like an old mill. A fine community center will be built in connection with the new Antrum-Logan Streets Public Housing Project. This will be a decided asset to the area. Additional sidewalks are badly needed, and there should certainly be a few more street lights in the area. Storm drainage is bad because of creek filling.

### Condition of Structures

With 58.5% of its total housing inventory falling within the sub-standard classification (and 82% of its non-white housing) it is obvious that this area is one of the most blighted in Shelby. According to the following table, even the non-residential structures located in the area seem to be deteriorating.

	Total Structures	Standard		Sub-Standard		Per Cent Sub - standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	764	19	298	378	69	58.50
White	313	18	217	74	4	24.92
Non-White	451	1	81	304	65	81.81
Commercial	53	10	24	18	1	35.84
Industrial	25	5	12	6	2	32.00
Public, etc.	17	1	7	9	0	52.94
Total	859	35	341	411	72	56.22

### Family Characteristics

It will be noted from the table on the following page that non-whites outnumber whites by a ratio of about 5:3. The area has a large number of duplexes.





Quality of Residence:	White Families	Non- White Families	Total Families
Standard Housing	242	89	331
Sub-standard Housing	77	404	481
Total Dwelling Units	319	493	812
Per Cent of Families Living in Sub-standard Housing	24.13	81.94	59.23
Number of Families Living in Multi-Family Housing:			
Two-family units	8	88	96
Three or more units	6	0	6
Total	14	88	102

#### Factors Contributing to Blight:

- (1) Generally dilapidated housing in the non-white areas, much of it overcrowded, plus heedless dumping of trash and discarded appliances in backyards and the creek. These conditions typify low income areas.
- (2) Poorly platted lots and narrow, dirt streets in parts of the area. In some cases three houses may be built on a single lot so that the back ones have no access by driveway to a publicly-dedicated street.
- (3) Inadequate community facilities, Cleveland Training School being the prime example; also, inadequate playgrounds and sidewalks.
- (4) The dilapidated nature of many of the businesses which cater to non-whites, especially those on Carolina Avenue, and the industrial buildings near the railroad tracks.
- (5) Strip and spot commercial development, especially along Buffalo and Grover Streets, and lack of proper buffering between residential and other uses.

#### Assets of the Area:

- (1) Strategic location, especially for business purposes.
- (2) Proximity to shopping districts and cultural facilities.
- (3) Some pleasant, tree-shaded streets and some nice homes.
- (4) Availability, if not existence, of necessary utilities.



### Future Development Pattern

The southwestern corner of Study Area 2 (south of the railroad tracks and west of Wilson Street) is already quite mixed in its uses. It is expected that most of the homes presently in this area will gradually and properly be replaced by businesses. The area between Wilson and Lineberger Streets and from Suttle Street to the railroad tracks should, for the most part, be redeveloped for medium-density residential use. Except for the industrial corridor along the railroad tracks and three small business districts, the balance of the study area (i.e., the portion north of the tracks) will continue in medium-density residential use.

### Recommended Treatment

Reference to Map 19 will show that a substantial portion of Study Area 2 is recommended for redevelopment. The core of the slum area lying south of the railroad tracks should be cleared, including the businesses on Carolina Avenue but excluding the standard homes on Oakland, Mint and Suttle Streets, and redeveloped. A sizeable tract within the north-of-the-tracks area is already slated to become a public housing project. Hopefully, this facility will encourage the up-grading of the surrounding properties. Nevertheless, where voluntary rehabilitation is unable to improve conditions, "spot" clearance by code enforcement should be used. The balance of the area will require major rehabilitation to keep it from slipping into the same doldrums as the two blighted areas are in.



## 3

## EXISTING LAND USE & HOUSING CONDITIONS

# SHELBY

## North Carolina





### STUDY AREA 3

Study Area 3 is bounded by Suttle Street on the north, by Chestnut and Graham Streets and Hickory Creek on the east, by two creeks and a line connecting them on the south, and by Juan Place and Juan Place extended north and south on the west. The area is bisected along a north-south axis by a sizeable creek, so it is quite hilly.

#### Land Use Characteristics

Some 22.72% of the acreage in Study Area 3 is undeveloped. Some of this land is occupied by creek bottoms and will never be developed. Far and away the predominant land use is residential -- with 70.78% of the developed acreage. Transportation uses occupy 20.55% of the developed acreage while commercial and public uses take up only 7.5% between them and industrial uses hardly make a showing. Most of the commercial uses are located on busy Marion Street, although some grocery stores and laundries occupy "back-street" locations. The following table summarizes the land use picture:

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	152.91	54.70	70.78
Commercial	9.36	3.34	4.33
Industrial	2.50	0.89	1.15
Public, etc.	6.83	2.44	3.16
Transportation	44.41	15.88	20.55
Vacant	63.51	22.72	00
Total	279.52	99.97	99.97

#### Thoroughfares and Other Streets

The only major thoroughfares which serve Study Area 3 are Marion and Graham Streets and Kings Road. Marion Street carried 8,900 vehicles per day in 1962 (more than the Bypass) while





Graham Street and Kings Road carried only 1,900 vehicles per day. Other important streets are Suttle, Chestnut and Warren. The realization of the Major Thoroughfare Plan will bring about a crosstown collector street roughly paralleling the creek on its eastern side.

There are 1.36 miles of unpaved streets in the area, but some of these are merely alleys. The street pattern is basically good -- except in the Hunter Street School area.

### Community Facilities

There is one school in the study area, namely Hunter Street, a non-white elementary school. It is relatively new and well equipped. However, it is crowded both inside and out. First-graders were able to attend for only one-half day during the 1963-64 school year. The site is only 1.8 acres and therefore lacks the necessary play space. The only other community facility within the area is the County Jail. The study area receives a full complement of utilities and services. Sidewalks and street lights are inadequate. Storm drainage is hampered by creek-filling.

### Condition of Structures

It will be noted from the table below that just over 84% of the non-white-occupied dwellings in this area have been classified sub-standard. Only about 12% of the non-white dwellings are sub-standard. Most of the businesses and other non-residential structures are in pretty good condition.

		Standard		Sub-Standard		Per Cent
Total Structures		Con-serve	Minor Repair	Major Repair	Dilap-idated	Sub-standard
Residential:	718	223	250	187	58	34.12
White	497	223	215	57	2	11.87
Non-White	221	0	35	130	56	84.16
Commercial	25	11	9	4	1	20.00
Industrial	0	0	0	0	0	00
Public, etc.	15	4	6	4	1	33.33
Total	758	238	265	195	60	33.64



## Family Characteristics

Whites outnumber non-whites by about 2:1. This area has many duplexes and a significant number of apartment houses. The following table provides more details.

Quality of Residence:	White Families	Non- White Families	Total Families
Standard Housing	444	37	481
Sub-standard Housing	58	208	266
Total Dwelling Units	502	245	747
Per Cent of Families Living in Sub-standard Housing	11.55	88.29	35.60
Number of Families Living in Multi-Family Housing:			
Two-family units	0	34	34
Three or more units	8	8	16
Total	8	42	50

## Factors Contributing to Blight:

- (1) Generally dilapidated housing in the non-white area, plus heedless dumping of trash and discarded appliances in backyards and the creek.
- (2) Dilapidated out-buildings and some abandoned houses.
- (3) More than one principal structure on some lots with some houses fronting on alleys; some unpaved streets.
- (4) Mixed land uses, especially in the area east of the creek between Suttle and Graham Streets.
- (5) The relatively low incomes of the area's residents.
- (6) Health hazards due to overcrowding and poor sanitary arrangements.

## Assets of the Area:

- (1) Proximity to downtown and elementary schools.
- (2) Some pleasant, tree-shaded streets and some nice homes.
- (3) The relatively attractive businesses on Marion Street.
- (4) The creek bottom and the bluff lying eastward have some potential for development as a parkway.



### Future Development Pattern

The area between Graham and Marion Streets and between downtown and the creek is zoned for general business use although it is possible that the lower portion of the block bounded by Graham and Warren Streets (i.e., from Mescal Street to the creek) might be re-useable for public housing. There is a corridor of Residential-Office zoning on Marion Street and a pocket of R-8 zoning (which allows duplexes but not apartment houses) along Kings Road, but the balance of the area falls into the R-6 zone where multi-family housing is likely.

### Recommended Treatment

As already stated above, it is recommended that the majority of the Flat Rock-Creekside area be included in a clearance and redevelopment project. This clearance could, however, be selective rather than wholesale. The standard homes on Graham, Holland, and Pinckney Streets might be salvaged -- along with, of course, Hunter Street School. The balance of the study area can probably get along with minor rehabilitation, although there will be isolated homes which will require major rehabilitation. (See Map 19.)





# STUDY AREA 4

## EXISTING LAND USE & HOUSING CONDITIONS

S H E L B Y

North Carolina





## STUDY AREA 4

Study Area 4 is bounded by Blanton and Mitchell Streets (and a line connecting them) as well as two creeks (and a line connecting them) on the north, by Kings Road, McGowan Road and a creek on the east, by the Bypass on the south, and by a creek, LeGrand and McBrayer Streets on the west. Hickory Creek bisects the eastern part of the area -- causing it to be somewhat rolling.

### Land Use Characteristics

About 50% of the acreage within Study Area 4 is undeveloped for urban uses, and some of this undeveloped land should never be developed because of the ever-present danger of its being flooded. The predominant land use is residential -- with 45.24% of the developed acreage. Streets and railroads take up another 29.44% of the developed area. Commercial facilities are fairly important inasmuch as they occupy 30 acres (or 14.5% of the developed acreage). Many of these commercial uses are automotive. Almost 21 acres (representing 10% of the developed acreage) are devoted to industrial uses including three textile mills and two oil bulk plants. There are some buffering and blight problems in this connection. Public and semi-public uses are of minor importance. The following table summarizes the land use picture:

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	93.92	22.34	45.24
Commercial	30.11	7.16	14.49
Industrial	20.83	4.95	10.02
Public, etc.	1.54	0.36	0.74
Transportation	61.13	14.54	29.44
Vacant	212.84	50.63	00
Total	420.37	99.98	99.93



### Thoroughfares and Other Streets

The Bypass is obviously the predominant thoroughfare -- although it did not carry as much traffic in 1962 as a portion of South Lafayette Street. The count for the Bypass at a point near the overhead bridges was 8,400 while the count for South Lafayette Street at a point just north of the bridges was 9,600. The Bypass carried 7,800 vehicles per day at the eastern city limits. Washington Street carried about 6,000 vehicles per day in 1962 while Earl Road carried 4,200. Traffic counts are not available for South DeKalb Street for 1962 since the street had not been widened and added to the State system by then. It is, however, relieving much of the load which formerly burdened Lafayette Street.

All but 1.14 miles of the streets in Area 4 are paved. The most important unpaved street is Gidney -- which serves the rapidly developing southeastern part of Shelby. Gidney Street is presently in terrible shape -- due partly to the fact that it is not publicly dedicated. Its destiny is to become an element of the City's inner loop. There are also some poorly laid out streets in the area, e.g., Beam Court.

### Community Facilities

There are no schools in Area 4, so students have to go some distance in any one of three directions to get to their respective schools. In addition to a ball diamond situated in Study Area 5, Shelby Mills maintains a club house in the western part of Study Area 4. The National Guard Armory and the AmVets Club also are within the area. Sidewalks are basically adequate throughout the area, but a few more street lights are needed.

### Condition of Structures

There is a high percentage (over 32%) of sub-standard dwellings in the area considering the fact that the area is completely white-occupied. In fact, this area embraces some of the poorest



quality white housing in Shelby. The structural condition of commercial and industrial buildings, as shown below by the table, is reasonably good.

	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	361	54	191	107	9	32.13
White	361	54	191	107	9	32.13
Non-White	0	0	0	0	0	00
Commercial	50	37	8	4	1	10.00
Industrial	16	0	13	0	3	18.75
Public, etc.	8	4	4	0	0	00
Total	435	95	216	111	13	28.50

### Family Characteristics

When the number of dwelling units (or families) instead of the number of structures is considered it becomes clear that 113 families (or 30.62% of the total of 369) occupy sub-standard housing. This leaves 256 families in standard housing. There is only one duplex in the area, but 15 families live in structures having three or more units.

### Factors Contributing to Blight:

- (1) Poorly maintained frame housing in certain areas.
- (2) Dilapidated out-buildings and warehouses along the railroad.
- (3) Business uses mixed among residences on South Lafayette Street.
- (4) Some extremely narrow streets like Gardner, Live Oak and South Morgan.
- (5) The unimproved nature of a portion of Gidney Street.
- (6) Inadequate parking around the National Guard Armory.
- (7) The low incomes of some of the area's residents.





### Assets of the Area:

- (1) Some nice homes in the central and far eastern parts of the area.
- (2) Beautiful shade trees along some streets, e.g., Washington and Live Oak.
- (3) Tolerably good street layout and lotting pattern, few dead-ends or jogs.
- (4) Basically good quality business and industrial development.
- (5) The Shelby Mills club house and the churches.

### Future Development Pattern

Study Area 4 is expected to accommodate a variety of uses. Most of the area lying westward from the railroad tracks will eventually be devoted to industry -- as will the land on the north side of Earl Road between DeKalb Street and Hickory Creek. Lots fronting on both sides of Lafayette Street and those on the north side of the Bypass will surely see additional general business development. It is expected that offices and apartment houses will displace some of the older houses on Washington and DeKalb Streets. The balance of the area is suitable for medium-density residential development.

### Recommended Treatment

The frontage along Lafayette and the frontage along Washington and DeKalb Streets as far south as Gidney Street will require minor rehabilitation to bring it up to par. The area between Gidney Street and the Bypass on Washington and DeKalb Streets -- along with the area served by Live Oak and Morgan Streets -- will require major rehabilitation. Strict enforcement of the housing code will be necessary. The far eastern part of the study area will require only conservation action. See Map 19 for specific boundaries.

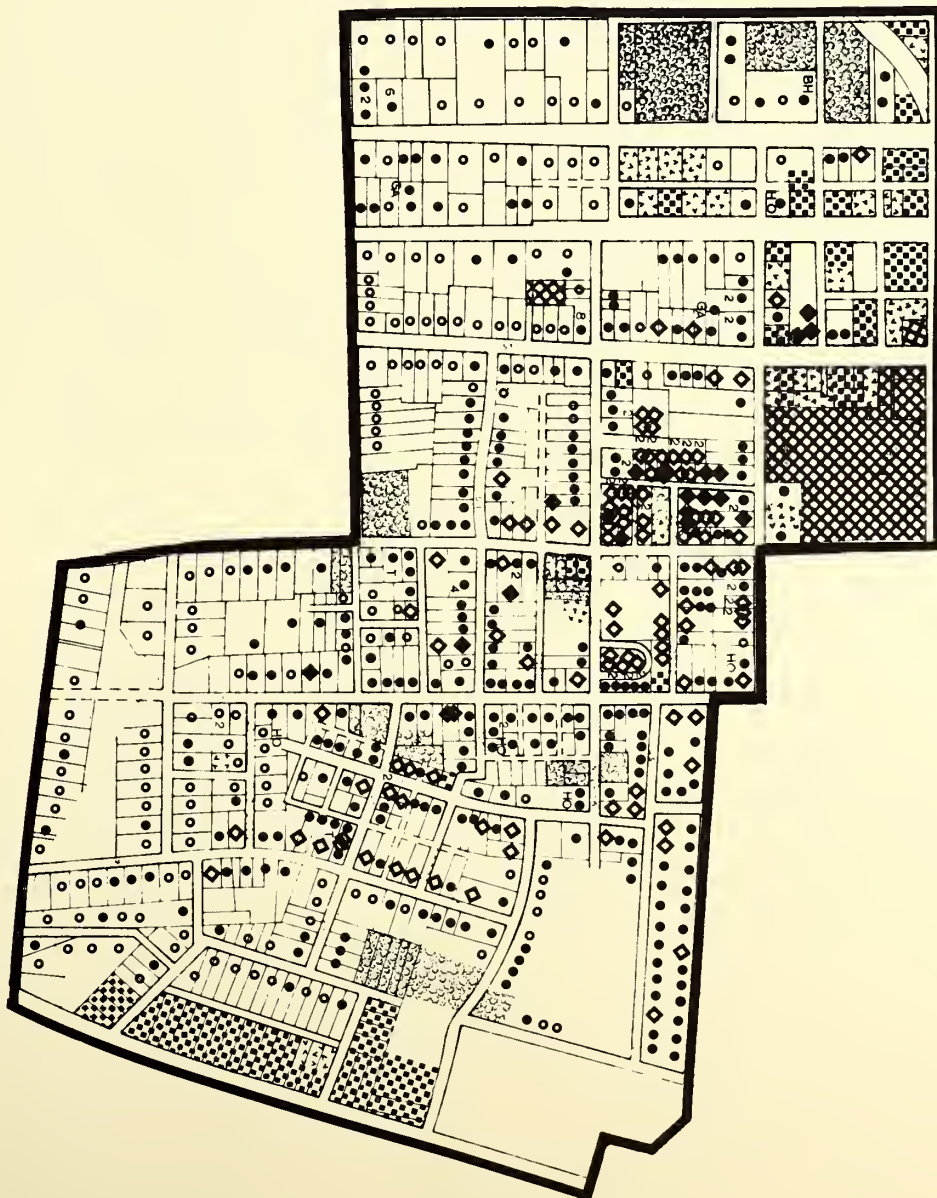


# STUDY AREA 5

## EXISTING LAND USE & HOUSING CONDITIONS

S H E L B Y

North Carolina





## STUDY AREA 5

Study Area 5 is bounded by Blanton and Sumter Streets on the north, by the Southern Railway tracks, McBrayer and LeGrand Streets and a creek on the east, by the Bypass on the south, and by Gold and Thompson Streets on the west. The terrain is essentially flat although a small creek does run through the far western part of the area.

### Land Use Characteristics

Study Area 5 is only 16.34% vacant, and this vacant land is pretty well scattered. The overwhelmingly predominant land use is residential with 60.36% of the developed acreage. Streets and railroads occupy 24.37% of the developed acreage. Commercial facilities (most of them in the area just west of the CBD or on the Bypass) take up 13.3 acres while industrial facilities (mostly along the railroad tracks) take up almost 10 acres. There are four churches in the area plus the Junior High School. Hence, the total acreage devoted to public and semi-public uses (almost 12) is rather large in comparison to most of the other study areas. The following table summarizes the land use picture.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	138.33	50.50	60.36
Commercial	13.30	4.85	5.77
Industrial	9.88	3.60	4.30
Public, etc.	11.75	4.28	5.12
Transportation	55.88	20.40	24.37
Vacant	44.76	16.34	00
Total	273.90	99.97	99.92





### Thoroughfares and Other Streets

Besides the Bypass (which carried an average of 7,150 vehicles per day in 1962) the major thoroughfares of the area were Marion and Warren Streets. The former carried 4,350 vehicles per day while the latter carried 4,050. Other important streets in or bordering Area 4 are Sumter, Graham, Blanton, Gardner, Gold, Thompson and Martin. Some of these streets (noteably a portion of Thompson along with Martin, Blanton and Gardner) are much too narrow for the traffic they carry. Elm Street needs to be connected with Gidney Street to provide a southern inner loop route.

The mileage of unpaved streets in the area is 0.80. Most of these really bad streets are in the area's non-white slum. There are also some dangerous jogs and a few dead-ends within the area.

### Community Facilities

As already mentioned, Shelby's Junior High School is located within this study area. It occupies a site containing 6.43 acres; however, a ballpark with about 1.5 acres (which is across Sumter Street in Study Area 6) is included in this total acreage figure. The Junior High really needs to expand some, and this can be done most feasibly in an easterly direction. The ball diamond belonging to Shelby Mills is the only recreation facility in the area which is not school-related. It is felt that a neighborhood playground would be most welcome in the congested area between Gardner and Elm Streets. Sidewalks are not adequate for the area's needs; neither do street lights seem adequate.

### Condition of Structures

The following table shows that 13% of the white housing and 81% of the non-white housing is sub-standard. It also reveals that some commercial and industrial structures leave



much to be desired. Huxley Village is very well maintained and has adequate parking whereas the block bounded by Warren, Graham, McBrayer and Morgan Streets is extremely unsightly and uneconomic. There are also a great number of home occupations in the southern part of the study area which tend to blight surrounding residences.

	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	580	159	299	101	21	21.03
White	512	159	286	60	7	13.08
Non-White	68	0	13	41	14	80.88
Commercial	53	28	16	3	6	16.98
Industrial	16	0	12	2	2	25.00
Public, etc.	17	2	15	0	0	00
Total	666	189	342	106	29	20.27

### Family Characteristics

It will be noted from the following table that the area has a substantial non-white minority. It also has a comparatively large number of families living in multi-family units.

Quality of Residence:	White Families	Non- White Families	Total Families
Standard Housing	468	14	482
Sub-standard Housing	70	68	138
Total Dwelling Units	538	82	620
Per Cent of Families Living in Sub-standard Housing	13.01	82.92	22.25
Number of Families Living in Multi-Family Housing:			
Two-family units	24	30	54
Three or more units	18	0	18
Total	42	30	72



### Factors Contributing to Blight:

- (1) Sub-standard housing, especially in the Hickory-Minden-Jose Streets area, but scattered as well through the southern portion of the area.
- (2) Poor layout and lotting in the area between Gardner and Elm Streets; some extremely narrow and irregular streets.
- (3) Abundance of home occupations, some of them inappropriate (e.g., upholstery and appliance repair shops, grocery stores).
- (4) The burned out business buildings on Graham Street as well as the storage buildings and fruit stands in the block between Graham and Warren Streets.
- (5) The need for more play space in the southern portion of the area; generally low incomes.

### Assets of the Area:

- (1) Generally well-kept homes in the northern part of the area with evidence of growing pride of home-owners in the southern part of the area.
- (2) Beautiful shade trees along most of the streets.
- (3) The Junior High School and the churches.
- (4) The Huxley Village Shopping Center and the business development on the north side of Warren Street.
- (5) Convenient to downtown with its shopping and cultural facilities.

### Future Development Pattern

Most of this study area will continue in medium-density residential use, i.e., a mixture of single-family and two-family homes with scattered apartment complexes. There will surely be additional business activity along Warren Street and along the Bypass. Near the railroad tracks and along a portion of the Bypass frontage general business development is appropriate, whereas Huxley Village and the Warren Street office district should remain restrictive.



### Recommended Treatment

It is recommended that the core of the block bounded by Graham, Gardner, Martin and McBrayer Streets be cleared of its dilapidated housing. The standard dwellings on the northern fringe of the block should be preserved. Private parties might be inclined to do this job -- along with major rehabilitation of the block just south of this one -- if motivated by strict housing code enforcement. The block bounded by Warren, Graham, Morgan and McBrayer might also be cleared at this time and offered to business developers. The area served by Ligon Street would certainly require major rehabilitation. See Map 19 for rehabilitation and conservation area boundaries.





STUDY AREA 6

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

North Carolina





## STUDY AREA 6

Study Area 6 is bounded by the Seaboard Airline and Southern Railroad tracks on the north, by Thompson and Gold Streets on the east, by Sumter and Blanton Streets and the Bypass on the south, and by the city limits on the west. The bulk of the area is slightly rolling -- except in the far north where a stream has cut a fairly deep valley.

### Land Use Characteristics

Study Area 6 is just over 41% undeveloped, but much of this undeveloped land can eventually be utilized for urban purposes. The predominant land use is residential with 40.77% of the developed area. Public uses, including City Park, City Cemetery, and Graham School, occupy almost 150 acres (37.54%) of the developed area. Transportation uses take up 20.2% of the developed acreage. Commercial and industrial uses take up less than six acres. Most of these commercial uses are located in the small business district surrounding the intersection of Warren and Gold-Rogers Streets -- some being of the neighborhood type and others of a heavier type. The following table summarizes pertinent land use data.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	161.50	24.00	40.77
Commercial	5.25	0.78	1.29
Industrial	0.44	0.06	0.11
Public, etc.	148.68	22.10	37.54
Transportation	80.03	11.89	20.20
Vacant	276.77	41.14	.00
Total	672.67	99.97	99.91

### Thoroughfares and Other Streets

The major thoroughfares lying within Study Area 6 include the Bypass, Marion and Warren Streets. That portion of the Bypass which borders Area 6 carried between 5,100 and 5,250





vehicles per day in 1962. However, it carried 7,680 at the western city limits. Marion Street carried 4,350 vehicles per day and Warren Street 4,050. Other important streets are Sumter, Blanton, Thompson and Gold. The implementation of the Major Thoroughfare Plan will see Sumter Street extended to the Bypass and Ware Street extended northward to Lee Street at the point where Hendrick Road intersects Lee.

Most of the streets in the area have adequate rights-of-way and are suitably paved. However, Bowman and Mintz Streets are definitely sub-standard and Clinton Street between Sumter and Marion badly needs paving. The mileage of unpaved streets in the area is 1.02, but this total counts the road around the ball diamond and one of the cemetery accessways.

#### Community Facilities

The Graham and Oak Schools are located in this area. Graham School is relatively new and has a very spacious site, whereas Oak School is old and occupies a very restrictive site. Graham School serves all of Areas 5 and 6 plus Area 11 across the Bypass. Oak School houses all of the white sixth grade classes. The VFW Club is also located within the area. City Park with its gymnasium, swimming pool, ball diamonds, miniature railroad and 8-hole golf course is another convenience. Sidewalks are provided only in the older areas.

#### Condition of Structures

The table below indicates that less than 1% of the housing in the area is sub-standard. This is obviously one of the nicer parts of town. Non-residential structures are not, however, in uniformly good shape.





	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	430	335	91	3	1	0.93
White	430	335	91	3	1	0.93
Non-White	0	0	0	0	0	0.00
Commercial	26	16	6	3	1	15.38
Industrial	7	0	5	2	0	28.57
Public, etc.	10	5	3	2	0	20.00
Total	473	356	105	10	2	2.53

### Family Characteristics

Since there are no non-whites living within the study area it will not be necessary to use the tabular format to discuss family characteristics. Only four families (or 0.89% of the total of 449 families) occupy sub-standard housing. This leaves 445 families in standard housing. There are two duplexes in the study area. Furthermore, 19 families live in structures having three or more units.

### Factors Contributing to Blight:

- (1) The semi-industrial uses fronting Rogers and Marion Streets as well as the area's two used car lots.
- (2) Some sub-standard streets and a partial dearth of sidewalks.

### Assets of the Area:

- (1) The superior quality of almost all of the housing in the area.
- (2) The presence of shade trees along most of the streets.
- (3) The presence of City Park and Graham School within the area.
- (4) The neighborhood shopping center at the corner of Warren and Gold-Rogers Streets.



### Future Development Pattern

The bulk of Study Area 6 should be restricted to single-family and two-family residences; however, an area has been set aside for apartment complexes near the entrance to City Park. The neighborhood shopping district at the intersection of Warren Street and Gold-Rogers is a convenience to residents of the study area and should remain. Every effort should be made to safeguard the land on the north side of the Bypass from commercial invasion.

### Recommended Treatment

There are a few pockets of minor repair housing (see Map 18), such as the area just west of Gold Street and south of Warren Street, plus Bowman Street and Charles Road. However, the balance of the area can be considered a conservation area. Garden club ingenuity can usually keep this type of area neat.



STUDY AREA 7

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

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## STUDY AREA 7

Study Area 7 is bounded by the city limits on the north and west, by property lines, First Street and the alley just east of DeKalb Street on the east, and by Hudson Street and the Seaboard Airline and Southern Railroad tracks on the south. Except for the far eastern portion of the area, the terrain is quite rugged. This ruggedness has precluded development in the past and will certainly dictate the type and density of development which does eventually materialize.

### Land Use Characteristics

Some 70.57% of the Study Area 7 is vacant. The primary land use is residential with 34.33% of the developed acreage. However, streets and railroads take up almost as much land -- 32.44% of the developed acreage. The City Water Works and Dump, which were classified as industrial land uses, occupy large sites. There are some other heavy industries along Lee Street and a new Drexel plant on Best Street. Commercial uses occupy only six acres. Public uses, such as the hospital, schools, clubs and churches occupy almost 31 acres. In fact, the hospital gives the area a unique function and opportunity. The following table summarizes pertinent land use data.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	74.12	10.11	34.33
Commercial	6.12	0.83	2.83
Industrial	34.73	4.73	16.09
Public, etc.	30.78	4.19	14.26
Transportation	70.01	9.54	32.44
Vacant	517.37	70.57	00
Total	733.13	99.97	99.95





### Thoroughfares and Other Streets

Lafayette Street, Metcalf Road, Grover and Lee Streets are the area's major thoroughfares. Lafayette Street carried between 1,750 and 7,100 vehicles per day in 1962 (these extremes representing northern and southern count stations). Metcalf Road attracted between 800-900 vehicles per day, Grover Street 4,950, and Lee Street 2,500. One of the most congested areas in Shelby is that between Lee and Grover Streets on Lafayette. A smoother connection between Grover and Lee Streets is imperative. This is a high priority major thoroughfare proposal. Another important street is Washington.

Some 1.14 miles of streets are unpaved, although some of these so-called streets are little better than alleys. For example, the alleys serving the Jamestown slum are in deplorable shape. Hendricks Road is presently unpaved and almost unused, but it has potential as an element of the Major Thoroughfare Plan.

### Community Facilities

Washington School is situated in the mid-northern part of the area. It is rather old and occupies a very cramped site. It is also badly located insofar as traffic is concerned, so it will probably have to be relocated some day. The Northlake Club, a private swimming and dining club, lies within the area, but it serves no neighborhood function. The Cleveland Memorial Hospital is both an asset and a liability to the area. It is an asset because of its attractive grounds and a liability because of the traffic it generates. Sidewalks are basically adequate within the area, except that students from the new Crestmont Heights Subdivision will have to walk to Washington School along some fairly busy highways. More street lights are needed.



## Condition of Structures

The table below reveals that almost 25% of the residences in the area merit a sub-standard classification. Fully 100% of the non-white housing is sub-standard. This applies not only to Jamestown but to the pocket of non-white homes on Steeple Street. Businesses in the area seem, for the most part, well maintained, but some of the industrial structures found in the area seem to be deteriorating.

	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential: 309		54	179	40	36	24.59
White 257		54	179	15	9	9.33
Non-White 52		0	0	25	27	100.00
Commercial 14		7	5	1	1	14.28
Industrial 12		4	3	3	2	41.66
Public, etc. 8		5	3	0	0	00
Total 343		70	190	44	39	24.19

## Family Characteristics

The following table indicates that all of the 52 non-white families in the area live in single-family housing. Some 29 white families live in multi-family housing.

Quality of Residence:	White Families	Non- White Families	Total Families
Standard Housing	257	0	257
Sub-standard Housing	20	52	72
Total Dwelling Units	277	52	329
Per Cent of Families Living in Sub-standard Housing	7.22	100.00	21.88
Number of Families Living in Multi-Family Housing:			
Two-family units	4	0	4
Three or more units	25	0	25
Total	29	0	29



### Factors Contributing to Blight:

- (1) The presence of so many slum dwellings and their associated out-buildings
- (2) Poor maintenance of many large, old homes (including a trend toward home occupations).
- (3) Some traffic bottlenecks; the railroad frontage.
- (4) The overall inadequacy of Washington School.

### Assets of the Area:

- (1) Some nice homes along tree-shaded streets having sidewalks.
- (2) Basically good street layout and lotting pattern.
- (3) Appropriate medical office development around the hospital.
- (4) Convenient to shopping facilities.

### Future Development Pattern

Single-family and two-family residential dwellings will surely occupy most of the buildable area as it comes into use. The lowest densities will probably be found in the northwestern corner of the study area. The area surrounding the hospital is developing into a Residential-Office-type district. Industry will continue to be found along the railroad tracks and around the Drexel plant.

### Recommended Treatment

Most of this area will require minor rehabilitation treatment backed by strict housing code enforcement. The exceptions are the area north of the creek which is developing from scratch (a conservation area), plus the block bounded by Morgan, Lafayette, the alley by Cornwall Drug and Steeple Street (a major rehabilitation area). The connection of Grover and Lee Streets will clear out Jamestown. See Map 19 for details.





STUDY AREA 8

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

North Carolina





## STUDY AREA 8

Study Area 8 is bounded by the city limits on the north and east, by Marion Street on the south, and by Lineberger and Grover Streets and property lines on the west. There are several small creek valleys in the area which cause the area to be quite rolling.

### Land Use Characteristics

Some 58.48% of the total acreage in Study Area 8 is devoid of urban development. The predominant land use is residential with 51.75% of the developed acreage. Streets and railroads take up 29.15% of the developed acreage and industrial uses occupy 13.17%. The largest factories are Hudson Hosiery, Ester Mill and Bost Bakery. Commercial and institutional uses are located mostly on Lineberger and Buffalo Streets, respectively. The following table summarizes pertinent land use data.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	113.63	21.48	51.75
Commercial	6.72	1.27	3.04
Industrial	28.94	5.47	13.17
Public, etc.	6.24	1.17	2.84
Transportation	64.02	12.10	29.15
Vacant	309.33	58.43	00
Total	528.88	99.97	99.95

### Thoroughfares and Other Streets

Marion, Grover and Frederick Streets are the area's major thoroughfares. Marion Street carried 8,900 vehicles per day in 1962 (Shelby's busiest street), Grover carried 5,800 and Frederick Street 1,280. Other important streets are Lineberger, Buffalo and Dover. None of the internal streets has a divisive effect. The achievement of the aims of the Major Thoroughfare Plan will see Grover Street extended eastward to intersect S. R. 1926 and



Fallston Road extended southward to meet Poston Street at a point south of the railroad tracks.

There are 1.36 miles of unpaved streets in the area with some of them being sub-standard in width as well as paving. Most of the unpaved streets serve pockets of poverty. The overall street layout is quite good.

### Community Facilities

Jefferson School is the only educational facility situated within the area. It has a very small site. A new non-white elementary school is going to be built in the northern part of the area. This elementary school will serve the new public housing project and its immediate vicinity. Besides the limited playgrounds at Jefferson School there is a playground at the corner of Buffalo Street and Edgemont Avenue plus a ball park which occupies an odd-shaped block near Ester Mill. Sidewalks are provided only in the older areas.

### Condition of Structures

It is interesting to note from the table below that the percentage of white and non-white housing which is sub-standard is almost identical (almost 16%). Clearly, this area includes the best quality non-white neighborhood in Shelby. Industrial buildings are just over 15% sub-standard, but commercial buildings are in tolerably good condition.

	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	547	115	345	77	10	15.90
White	460	104	283	66	7	15.86
Non-White	87	11	62	11	3	16.09
Commercial	18	5	11	2	0	11.11
Industrial	26	14	8	4	0	15.38
Public, etc.	5	3	2	0	0	00
Total	596	137	366	83	10	15.60



### Family Characteristics

This area has more non-white families than Area 7, but they live much better. There are few duplexes and no apartment houses in the area. The following table provides more details.

Quality of Residence:	White Families	Non- White Families	Total Families
Standard Housing	390	73	463
Sub-standard Housing	72	14	86
Total Dwelling Units	462	87	549
Per Cent of Families Living in Sub-standard Housing	15.58	16.09	15.66
Number of Families Living in Multi-Family Housing:			
Two-family units	8	0	8
Three or more units	0	0	0
Total	8	0	8

### Factors Contributing to Blight:

- (1) The scattered pockets of sub-standard homes, especially in proximity to the railroad tracks; some dumping of trash.
- (2) Lack of proper buffering between residential and non-residential uses.
- (3) Some strip commercial development along Grover Street.
- (4) Lack of a through connection between Fallston Road and Poston Street.

### Assets of the Area:

- (1) Generally good quality of housing along most streets.
- (2) Shade trees have been provided along most streets.
- (3) Generally good street pattern and adequate lotting.
- (4) Existing and prospective schools and playgrounds.





### Future Development Pattern

It is expected that the bulk of Study Area 8 will remain a good quality residential area. One tract in the northern part will be used as the site of a public housing project. There are some small neighborhood business districts within the study area -- plus a few light industrial districts. These should not be offensive.

### Recommended Treatment

It is recommended that the majority of this area be given minor rehabilitation treatment. Nevertheless, the new development in the northeastern sector is clearly a conservation area, and there are several small pockets requiring major rehabilitation or outright clearance. The areas denoted in brown on Map 19 can surely be selectively cleared by private action and private financing. Even the largest pockets of blight, those on Bonny and Gum Streets, will probably involve more rehabilitation than clearance.



STUDY AREA 9

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

North Carolina





## STUDY AREA 9

Study Area 9 is bounded by Marion Street on the north, by the city limits on the east and south, and by Chestnut and Graham Streets, a property line and a creek, Kings and McGowan Roads and another creek on the west. The area, because of its many creeks, is quite hilly.

### Land Use Characteristics

Over half (52.68%) of the total acreage is devoid of urban development. Much of this vacant land has a high potential for residential development. As in the case of every other study area, the predominant land use is residential, but in this case the percentage is a high 71.8. There are very few home occupations in Area 9. Streets take up 20.84% of the developed acreage. Commercial and industrial uses, mostly along Marion Street, occupy less than 14 acres. Most of the commercial uses are automotive and two of the industrial uses are junk yards. Public uses, mainly Marion School, occupy just over seven acres. The following table summarizes land use statistics.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	207.17	33.97	71.80
Commercial	9.69	1.58	3.34
Industrial	4.22	0.69	1.46
Public, etc.	7.27	1.19	2.52
Transportation	60.14	9.86	20.84
Vacant	321.23	52.68	00
Total	609.72	99.97	99.96

### Thoroughfares and Other Streets

Marion Street and Kings Road are the only streets for which traffic counts are available. Marion Street carried an average of 7,400 vehicles per day in 1962 while Kings Road carried 1,070 (both counts being taken at the eastern city limits). Other





important streets are Forest Hill Road, Peach and Poston Streets and McGowan Road. The implementation of the Major Thoroughfare Plan will see Meadowbrook Lane extended eastward to Country Club Road (S. R. 2052). It may also see Poston Street extended so as to connect with Windsor Drive, cross Kings Road, and eventually tie in with Gidney Street.

There are 1.25 miles of unpaved streets in Study Area 9, but some of these are merely platted streets which have not been developed with homes along them. Traffic circulation within the area is basically good -- especially now that Montrose Drive is being extended over Hickory Creek.

#### Community Facilities

As already mentioned, Marion School is located within Study Area 9. This fairly new and well-appointed facility is a decided asset to the area. The site is a bit small (7 acres) but there is room for expansion. A park or playground will be needed in the southern part of the study area whenever the area focussed on Gidney and McGowan Streets becomes more fully built up -- especially if the East Main Street Subdivision is annexed to the City. This recreation facility can perhaps be located around the small lake in the southern part of the study area. Sidewalks are not typical of this study area and, because of its large lot pattern, they are not considered feasible except perhaps in the immediate vicinity of Marion School.

#### Condition of Structures

Less than 4% of the housing in Study Area 9 is considered sub-standard, and almost all of this bad housing is located in the northeastern corner of the area. Commercial and industrial structures, according to the table below, are much worse.



	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	441	303	121	17	0	3.85
White	441	303	121	17	0	3.85
Non-White	0	0	0	0	0	00
Commercial	9	2	4	3	0	33.33
Industrial	8	0	6	2	0	25.00
Public, etc.	3	2	1	0	0	00
Total	461	307	132	22	0	4.77

### Family Characteristics

There are no non-white families living within Study Area 9. However, there are 16 white families who live in sub-standard housing. They constitute 3.38% of the total of 472 families living within the area. This means that 456 families enjoy standard housing. There are three duplexes and 34 families occupy structures having three or more units. Most of this multi-family housing lies along Marion Street.

### Factors Contributing to Blight:

- (1) The sub-standard housing and business structures and junk yards in the northeastern corner of the area.
- (2) The isolation of parts of the area because of overly narrow streets -- making access difficult for fire engines and other service vehicles.

### Assets of the Area:

- (1) The superior quality housing which prevails in the area.
- (2) The lovely shade trees along the streets in the northern half of the study area.
- (3) Some attractive commercial and industrial uses along Marion Street.
- (4) The presence of Marion School as a neighborhood center.



### Future Development Pattern

The bulk of Study Area 9 is zoned R-10, i.e., for exclusively single-family residential use. There is, however, a strip of Residential-Office zoning along Marion Street to the west and a strip of General Business zoning to the east. No interior shopping centers are needed or tolerable.

### Recommended Treatment

Conservation is the recommended treatment for the overwhelming majority of the area. The only exception is the northeastern corner (between Hickory Creek and Peach Street) which will require major rehabilitation and "spot" clearance. (See Map 19.)





STUDY AREA 10

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

North Carolina



MAP-17





## STUDY AREA 10

Study Area 10 is bounded by the Bypass on the north, by the city limits on the east and south, and by a property line and a creek on the west. Hickory Creek runs through the area -- making it somewhat irregular in its eastern reaches.

### Land Use Characteristics

Almost one-half (41.12%) of the total acreage is vacant or unused. Much of this land is floodable and will never be suitable for intensive development. Residential use is the primary use -- with 38.75% of the developed acreage. Public uses, mainly Shelby Senior High School, take up another 29.42% of the developed area. Transportation uses occupy 25.46% of the developed acreage. Commercial uses occupy 7.5 acres while industrial uses (mostly textile mills) take up 10 acres. Some of the commercial uses on the Bypass are tourist-oriented whereas those on Lafayette Street are neighborhood-oriented. The following table summarizes the land use picture.

Land Use:	<u>Acres</u>	<u>Per Cent of Total Area</u>	<u>Per Cent of Developed Acreage</u>
Residential	106.64	20.10	38.75
Commercial	7.49	1.41	2.69
Industrial	9.99	1.88	3.62
Public, etc.	80.95	15.26	29.42
Transportation	70.08	13.21	25.46
Vacant	255.27	48.12	00
Total	530.42	99.98	99.94

### Thoroughfares and Other Streets

The major thoroughfares which traverse the neighborhood are the Bypass, Earl Road (N. C. 26) and Lafayette Street (N. C. 18). The Bypass carried between 7,800 and 8,400 vehicles per day in 1962, Earl Road carried between 3,350 and 3,480, and Lafayette



Street carried between 5,450 and 8,100 (the count stations being at the southern city limits and just south of the Bypass, respectively). Broad and Morgan Streets are also important. The High School is one of the main traffic generators in Shelby, so DeKalb Street has recently been widened to serve the school's needs. DeKalb Street will eventually tie into a southern loop route.

The street pattern of the area is pretty badly interrupted by the railroad tracks. For example, Shannonhouse Street, the likely connector, is unpaved in this particular area. Another street which needs improvement is Bridges Street. There are presently 1.36 miles of unpaved streets in Study Area 10. More off-street parking is needed by the businesses along Lafayette Street.

#### Community Facilities

Shelby Senior High School occupies a spacious site within Study Area 10. There is a stadium and adequate parking space. The Morgan Elementary School is also located within the area. This elementary school could serve as the focus for a rather nice neighborhood although it presently needs remodelling. Holly Oak Park, the City's non-white recreation facility, is located in the far eastern part of the area. However, it is more of a community or even a regional park than a neighborhood park. Sidewalks are scarce in the study area. There could be some improvement in street lighting.

#### Condition of Structures

Fully 30% of the housing in Study Area 10 is sub-standard. This figure reflects the age of the area as well as its maintenance. The following table reveals that 28% of the commercial structures and 60% of the industrial structures are sub-standard. These unsightly non-residential uses have a blighting effect on private homes.



	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	408	41	244	120	3	30.14
White	395	39	235	118	3	30.63
Non-White	13	2	9	2	0	15.38
Commercial	29	13	8	5	3	27.58
Industrial	5	0	2	3	0	60.00
Public, etc.	14	7	6	1	0	7.14
Total	456	61	260	129	6	29.60

### Family Characteristics

Although 14 non-white families live in Study Area 10 they occupy comparatively decent housing. The table below indicates that the area has a few duplexes.

	White Families	Non- White Families	Total Families
Quality of Housing:			
Standard Housing	277	12	289
Sub-standard Housing	121	2	123
Total Dwelling Units	398	14	412
Per Cent of Families Living in Sub-standard Housing	30.40	14.28	29.85
Number of Families Living in Multi-Family Housing:			
Two-family units	6	2	8
Three or more units	0	0	0
Total	6	2	8





### Factors Contributing to Blight:

- (1) The quantity of rundown housing in the western part of the area, reflecting a low income level.
- (2) The relatively inefficient street and block pattern.
- (3) Dilapidated out-buildings, including chicken coops.
- (4) The condition of Morgan School and its playgrounds.
- (5) Improper buffering between residential and other uses; the railroad.
- (6) Abandoned commercial uses along Lafayette Street.

### Assets of the Area:

- (1) Some nice homes, especially along Lafayette and Morton Streets.
- (2) A nice church and the potential for an expanded Morgan School.
- (3) Shade trees throughout most of the area.
- (4) Convenient neighborhood shopping center.

### Future Development Pattern

This area should remain, for the most part, a medium-density residential area. It is not expected that many apartment houses will ever be built in South Shelby. The neighborhood shopping district on South Lafayette and the general business area fronting the Bypass will probably expand some. The two old mills in the area will probably not expand much.

### Recommended Treatment

Most of this area must be consigned to a major rehabilitation classification. There will even be some "spot" clearance needed in the older sections. The only sizeable areas which might warrant a minor rehabilitation treatment are a portion of the Lafayette Street frontage and the Holly Oak Park area. (See Map 19.)



STUDY AREA 11

EXISTING LAND USE  
&  
HOUSING CONDITIONS

SHELBY

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## STUDY AREA 11

Study Area 11 is bounded by the Bypass on the north, by a creek and property line on the east, and by the city limits on the south and west. The area has a few creeks and is therefore gently rolling.

### Land Use Characteristics

About 40% of Study Area 11 lies vacant although some of this vacant land has been subdivided. Fully 70.52% of the developed acreage is devoted to residential use. Another 25.29% is devoted to streets. Only two acres (including Governor's Inn and the radio station) are occupied by businesses and there is no industry in the area. Two churches and the Optimist Ballpark are the only public uses in the area. The following table summarizes land use statistics.

Land Use:	Acres	Per Cent of Total Area	Per Cent of Developed Acreage
Residential	142.07	42.68	70.52
Commercial	2.06	0.61	1.02
Industrial	00	00	00
Public, etc.	6.35	1.90	3.15
Transportation	50.96	15.31	25.29
Vacant	131.37	39.47	00
Total	332.81	99.97	99.98

### Thoroughfares and Other Streets

The Bypass and Charles and Wesson Roads are the only major thoroughfares which serve the area. The Bypass carried between 5,100 and 5,200 vehicles per day in 1962, Charles Road carried between 850 and 1,250 (the difference reflecting southern and northern count stations) and Wesson Road carried 900. The Land Development Plan proposes a link between Lowery and Mark Streets



as well as an extension of Hampton Street southward to Dellinger Road.

There is less than one mile (0.80 miles to be exact) of unpaved streets in the area. The most important one of these unpaved streets is Lackey Extension.

### Community Facilities

There is no school in this area. Students from this neighborhood must cross the Bypass in order to get to Graham School. An overhead pedestrian crossing has been built to make this crossing safer. The afore-mentioned Optimist Ballpark serves a definite need, but it will have to be relocated, at least partially, whenever the Lowery and Mark Streets link is put through. There are few sidewalks in this area because of its newness and the prevailing lot sizes.

### Condition of Structures

The following table shows that the housing and even the business buildings in this neighborhood are uniformly good.

	Total Structures	Standard		Sub-Standard		Per Cent Sub- standard
		Con- serve	Minor Repair	Major Repair	Dilap- idated	
Residential:	341	306	33	1	1	0.29
White	341	306	33	1	1	0.29
Non-White	0	0	0	0	0	00
Commercial	5	2	3	0	0	00
Industrial	2	1	1	0	0	00
Public, etc.	3	2	1	0	0	00
Total	351	311	38	1	1	0.56

### Family Characteristics

The gist of the table which would ordinarily fit here is that there are only two families (both white) who live in sub-standard





housing. The area has no multi-family units -- not even duplexes.

Factors Contributing to Blight:

- (1) The lack of shade trees in some areas, and some dirt streets.
- (2) The danger of continued commercial invasion along the Bypass -- avoidable only by strict observance of the present zoning scheme.

Assets of the Area:

- (1) The superior quality of the housing found in this area.
- (2) The basically good street pattern and lotting arrangement.
- (3) The two churches and the Optimist Ballpark.
- (4) The absence of home occupations and other mixed uses.

Future Development Pattern

Almost all of the study area is zoned R-8, i.e., medium-density residential with limited community uses. There are, however, two places where H-B Highway Business zoning was applied. These H-B zones will serve the needs of the travelling public in a way that will not be detrimental to nearby homes.

Recommended Treatment

Conservation, obviously.



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# Recommended Treatment Areas



PERIMETER

MILE

LIMITS

CITY

CITY LIMITS







CITY

LIMITS

PERIMETER

MILE

## LEGEND

-  CONSERVATION
-  MINOR REHABILITATION
-  MAJOR REHABILITATION
-  PARTIAL CLEARANCE
-  PUBLIC HOUSING SITES
-  COMMERCIAL INVASION



## CHAPTER III

### CONCLUSIONS AND RECOMMENDATIONS

This final chapter of the Neighborhood Analysis will deal primarily with the problem of implementation -- of getting something done about the housing and environmental problems which beset the city. Chapters I and II have pointed out that Shelby does indeed have several pockets of blight -- in spite of the fact that the city's overall image is one of well-maintained beauty. What can be done about these pockets of blight? How can they be eliminated or at least rehabilitated? What policies should public officials and private individuals follow in connection with slum clearance? What techniques have proven effective in other cities to bring about rehabilitation action? An attempt will be made in this chapter to answer these and other crucial questions pertaining to the actual working out of a comprehensive neighborhood improvement program.

#### Policy Considerations

The general principle which should apply to all efforts aimed at improving Shelby's environmental conditions is this: self control is the best control. All that can possibly be achieved by voluntary private action should be achieved that way. Enlightened self interest and personal pride are two of the most powerful motivators known to man. Respect for other peoples' property and a concern for other peoples' welfare can also become powerful motivators when properly inculcated. If this combination of selfish and unselfish motives can be harnessed in the interest of neighborhood conservation there is no limit to what can be accomplished. Most people will do certain things voluntarily which they could not be paid or forced to do. Public service, whether in churches, clubs or on governmental boards is an example of this phenomenon. If







private action, either individually or collectively, can erase the areas of blight and near-blight which exist around Shelby so much the better.







Only where private motivations, capabilities and capital are inadequate to do the job should public bodies pitch in. This is not to say that public bodies should not assist private individuals or groups in their beautification and/or spot clearance projects. They should certainly encourage private action by furnishing capital improvements or better services to the areas undergoing rehabilitation or even redevelopment. This will usually involve some capital outlay by the City which cannot be recouped by special assessments or utility charges. This outlay will, however, be a worthwhile investment since the replacement of blighted areas by standard homes or, in some cases, commercial development will be reflected in the tax rolls. In some cases the difference in the taxable value of property before and after clearance and redevelopment has been as much as 10 to 1.

The other side of the coin might have this superscription: Whatever private parties are unable or unwilling to do should be handled by governmental initiative. This rule of thumb assumes that the project in question has been established as of proven need and doubtless value. There are, of course, two methods by which governmental initiative can make itself felt: (1) regulatory ordinances and (2) outright construction. Regulatory ordinances include nuisance abatement ordinances (such as rules concerning garbage cans), zoning ordinance, subdivision regulations, building codes (including plumbing, heating and electrical codes), and minimum housing codes. Shelby has all of these police power statutes in force and they are contributing mightily to the prevention of land misuse and structural problems. The only one of the forenamed types of ordinances which has any retroactive effect is the minimum housing code. More will be said about it later.





## LEGEND

-  CONSERVATION
-  MINOR REHABILITATION
-  MAJOR REHABILITATION
-  PARTIAL CLEARANCE
-  PUBLIC HOUSING SITES
-  COMMERCIAL INVASION





When a municipality engages in outright construction to alleviate a problem it must necessarily have acquired land for a given facility, either by gift, purchase or by eminent domain. It may have to demolish the sub-standard structures which are already on the land before it can proceed with construction. This method is the one ordinarily utilized when a municipality builds public housing. Since Shelby is in the process of getting public housing the relationship of this important asset to the general betterment picture will be treated in some detail in the following subsection. In summary, the City has a vital and legitimate role to play in residential upgrading.

### Techniques for Treatment

This topic can be broken down into its two main components: (1) Conservation and Rehabilitation Areas and (2) Potential Clearance and Redevelopment Projects. Action programs and organizational methods will be given for each. Map 19 delineates these areas.

Conservation and Rehabilitation Areas. Conservation and rehabilitation areas are treated together since their degree of blight is very different from that of the potential clearance and redevelopment projects. It is felt that the best vehicle through which to attack the relatively minor environmental problems of Shelby's standard neighborhoods is the garden club. Garden clubs have transformed eye-sores and semi-desolate areas into places of beauty in scores of cities across the nation. Many of these projects have been aided by cash grants (or what might be called "seed money") from the Sears Roebuck Foundation in connection with its Home and Neighborhood Development Sponsors Program. The energy and civic consciousness of garden club women is proverbial. Instead of sitting around complaining about unsightly or unhealthy conditions these women don their overalls and grab their shovels or paint brushes and go to work. Typical garden club projects have been:

To plant or encourage the planting of flowers and shrubs along railroads and at service stations.

To landscape the grounds of hospitals, schools and other public buildings.



To give direction to school children with regard to landscaping their own school grounds or home yards.

To sponsor contests for the cleanest school grounds.

To sponsor contests for the loveliest yard in a neighborhood.

To sponsor city-wide anti-litter campaigns, encourage the use of trashcans, litterbags in cars, etc.

To serve as clearing-house of information on paint-up, fix-up suggestions and financing.

To encourage the demolition of ramshackle out-buildings.

To discourage the dumping of rubbish in creeks and over embankments.

To clean up vacant lots and create playfields there.

To direct youth groups in litter-collecting endeavors.

To encourage the city in a street tree planting program.

To support city officials in their strict enforcement of the zoning ordinance, minimum housing code and other police power statutes.

To help the Health Department spot and eradicate mosquito- and rat-breeding places.

To publicize good and bad examples of environmental upkeep.

To beautify the city's highway approaches and plug for junk yard screening.

To emphasize the economic as well as the social value of beautification.

And many others ...

But women are not the only ones who can participate in garden club activities. Men's, children's and teens' garden clubs could also be organized. Moreover, it is the recommendation of this report that some sort of overall direction be given to the garden clubs of Shelby. If there is no federated garden club then one should be organized. The most effective way for the garden clubs of Shelby to make their influence felt would be for them to be organized on a neighborhood or zone basis. This way, the entire city could be divided into logical zones





of a size that would lend themselves to intra-neighborhood cooperation. A map showing environmental problems could be prepared so that the persons most directly affected by the condition of their neighbors' building and grounds (commercial as well as residential) could work out their mutual problems on a friendly basis. Map 20 shows a tentative arrangement of suggested garden club areas. These boundaries are only suggestive and may well be deviated from. However, they may be helpful to the officers of the federated garden club in deciding where they might try to organize new clubs. Raleigh and Nashville have been very successful in their efforts to organize new garden clubs -- even in blighted areas.

Another aspect of the rehabilitation program which deserves a little discussion is the financing of home improvements. Surely the banks and other financial institutions as well as the lumber yards and other building materials outlets would be logical clearing-houses for information regarding these matters. Some cities have set up home improvement advisory services to help people estimate the cost of needed rehabilitation and to direct them toward sources of capital. The FHA under Title I of the Housing Act of 1954 also insures loans for home improvements. Such loans are offered on easy terms over a five-year period. Contractors should be encouraged to cater to the rehabilitation market -- which can be a sizeable one. Its size and complexion will depend, however, on the private homeowners' and private landlords' evaluation of the stability and desirability of the neighborhood. This is where good zoning and housing code enforcement will help. The future of an area will thus be less unscrutable.

Most of what has been said in this paragraph pertains to minor rehabilitation projects. It must also be remembered that there are individual structures in even the best of areas which will require major rehabilitation or even demolition. Some of this major rehabilitation will be accomplished voluntarily whereas other instances will require strict enforcement of the minimum housing code. If a dwelling is found, after inspection, to have structural and/or sanitary deficiencies which can be corrected at a cost that does not exceed the value of the building the owner will be required to make the appropriate improvements within a reasonable period of time. If, however, the dwelling is found to be so sub-standard that it is unfit for human habitation and uneconomic to repair the owner of the building will be required to tear it down. Every dwelling in Shelby, good as well as bad, will be inspected over a period of ten years. The phasing out of the worst dwellings will take time, but it is manifestly mandatory.



# SHELBY

North Carolina

SUGGESTED

Garden Club Areas



PERIMETER

MILE

LIMITS

CITY

CITY

LIMITS

MILE

PERIMETER





Potential Clearance and Redevelopment Areas. Prior to the discussion of Shelby's potential clearance and redevelopment areas it will be fitting to explain what urban renewal is. Urban renewal is a technique whereby the sub-standard or obsolescent areas within a city are either "shaped up or shipped out." In its broadest sense the term urban renewal involves both major and minor rehabilitation as well as partial or complete clearance and redevelopment. Since rehabilitation has already been discussed in this chapter, the emphasis of this subsection will be on the processes of partial or complete clearance followed by redevelopment. According to North Carolina General Statutes (Chapter 160, Article 37) a residential area must be two-thirds blighted in order to qualify as a "blighted area." The Planning Board must certify that at least two-thirds of the number of buildings within the area are dilapidated or deteriorating in order for the area to be subject to the power of eminent domain. Within a predominantly non-residential area, one-half of the buildings must be seriously dilapidated in order to qualify it for redevelopment. Some of the criteria by which the various areas are judged include:

- (1) dilapidation, deterioration, age or obsolescence of buildings and other structures,
- (2) inadequate provision for ventilation, light, air, sanitation or open spaces,
- (3) defective or inadequate street layout,
- (4) faulty lot layout in relation to site, adequacy, accessibility or usefulness,
- (5) tax or special assessment delinquency exceeding the fair value of the property,
- (6) unsanitary or unsafe conditions,
- (7) the existence of conditions which endanger life or property by fire and other causes, or
- (8) any combination of such factors which:
  - a. substantially impairs the sound growth of the community,
  - b. has seriously adverse effects on surrounding development, and
  - c. is detrimental to the public health, safety, morals or welfare.

The justification or authority for "spot" or partial clearance is contained in subsection (q2) of the definitions section where "Rehabilitation, conservation, and reconditioning areas" are defined as those which are subject to a clear and present danger that, in the absence of municipal action they will be in the reasonably foreseeable future a blighted area or a non-residential area as defined in subsections (q) and (q1).

TABLE I		TABLE II	
Year	Value	Year	Value
1950	100	1955	100
1951	105	1956	105
1952	110	1957	110
1953	115	1958	115
1954	120	1959	120
1955	125	1960	125
1956	130	1961	130
1957	135	1962	135
1958	140	1963	140
1959	145	1964	145
1960	150	1965	150
1961	155	1966	155
1962	160	1967	160
1963	165	1968	165
1964	170	1969	170
1965	175	1970	175
1966	180	1971	180
1967	185	1972	185
1968	190	1973	190
1969	195	1974	195
1970	200	1975	200
1971	205	1976	205
1972	210	1977	210
1973	215	1978	215
1974	220	1979	220
1975	225	1980	225
1976	230	1981	230
1977	235	1982	235
1978	240	1983	240
1979	245	1984	245
1980	250	1985	250
1981	255	1986	255
1982	260	1987	260
1983	265	1988	265
1984	270	1989	270
1985	275	1990	275
1986	280	1991	280
1987	285	1992	285
1988	290	1993	290
1989	295	1994	295
1990	300	1995	300
1991	305	1996	305
1992	310	1997	310
1993	315	1998	315
1994	320	1999	320
1995	325	2000	325
1996	330	2001	330
1997	335	2002	335
1998	340	2003	340
1999	345	2004	345
2000	350	2005	350
2001	355	2006	355
2002	360	2007	360
2003	365	2008	365
2004	370	2009	370
2005	375	2010	375
2006	380	2011	380
2007	385	2012	385
2008	390	2013	390
2009	395	2014	395
2010	400	2015	400
2011	405	2016	405
2012	410	2017	410
2013	415	2018	415
2014	420	2019	420
2015	425	2020	425
2016	430	2021	430
2017	435	2022	435
2018	440	2023	440
2019	445	2024	445
2020	450	2025	450
2021	455	2026	455
2022	460	2027	460
2023	465	2028	465
2024	470	2029	470
2025	475	2030	475



The process of clearance and redevelopment involves the purchase of those properties which lie within the bounds of an officially designated redevelopment area by the redevelopment commission which has been set up by the city to administer such projects. The redevelopment commission is a special purpose authority whose five members are appointed by the local governing body. It is very similar to and must work closely with the Housing Authority. The commission has the power to condemn property which it cannot purchase by mutual consent. Without this power to assemble contiguous tracts of land the plans of the municipality and the redevelopment commission with regard to slum clearance would be frustrated every time by hold outs, absentee ownership and estate tangles. Once the land has been acquired and cleared, whether partially or completely, and a comprehensive plan for the re-use of the land has been drawn up and approved, the land is either resold to private interests for appropriate redevelopment or turned over to some public body such as the City or the Housing Authority.

The indispensable role which low-rent public housing plays in this matter of slum clearance can be understood by pondering the relocation problem. In other words, those persons who are displaced by slum clearance must go somewhere. Most of the renters and some of the home owners will probably not be able to afford to buy standard housing -- even if it is available to them. These are the persons who can be greatly benefited by public housing. But, the public housing must be built before the dilapidated housing is demolished or else unnecessary hardships will be created. The Shelby Housing Authority is presently acquiring land in two areas on the north side of town. It is expected that 90 units of public housing will be built in the vicinity of Atlantic and Piedmont Streets. Another 60 units will be built in the Antrum-Logan Streets area. For displaced persons who are presently home-owners (as well as those renters who are financially able) there can surely be some arrangement worked out whereby so-called "221 Relocation Housing" can be built. This type of housing is on the order of regular FHA-insured housing, i.e., it is privately-owned single-family housing, but mortgage terms are much more liberal. Ordinarily these relocatees have 40 years in which to pay off their loans.

The integrity of the redevelopment plan is assured by protective covenants which run with the land -- which specify that the land will be re-used in accordance with the plan. This, coupled with proper zoning, is necessary to prevent the growth of new slums and incompatible uses in the project area. A city may receive substantial



financial assistance from the Federal Government in covering the difference between the price which the redevelopment authority must pay for the land and the price for which it resells the land. The purchase price is, because of improvements, almost always higher than the resale price. Some cities, notably Indianapolis and Houston, have engaged in urban renewal without Federal financial participation, but this course of action is not recommended for Shelby.

What is recommended for Shelby? It is recommended that Shelby's civic leaders investigate thoroughly the pros and cons of urban renewal as it is carried out by cities participating in the Federal Urban Renewal Program. It may well be that a painstaking study of the alternatives will indicate that there is really no other way to accomplish the job that needs to be done. Another advantage of the Federal Program is that cities can contribute a large proportion of their share of the total expense in what are called non-cash credits; i.e., they can build streets and sidewalks, install water and sewer lines, build schools and parks within the project area, and get credit for so doing.

A discussion of the specific areas within which clearance and redevelopment seem to be the only feasible solution to the problems encountered is now in order. These areas were listed in the Land Development Plan as:

- A. The area bounded roughly by North Washington Street, the railroad tracks, Carolina Avenue and Suttle Street.
- B. The area bounded roughly by East Warren Street, Hickory Creek, Anthony Street and Juan Place (i.e., Flat Rock).
- C. The balance of the run-down area surrounding the Antrum-Logan Streets public housing site -- especially to the west and south.
- D. The small pocket of sub-standard homes along Knot, Black, Porter and Cline Streets.
- E. The small pocket of sub-standard homes in the block bounded by Graham, McBrayer, Blanton, and Martin Streets.
- F. The "Jamestown" section.



Further study of the social and physical indicators of blight (as contained in Chapters I and II of this report) has made it possible to clarify and sharpen these boundaries somewhat. The areas might now be described thusly:

- A. The area bounded by the Seaboard Airline Railroad and Buffalo Street on the north, by the rear lot lines of lots facing east on Mint and Oakland Streets and Carolina Avenue on the east, by the rear lot lines of lots facing north on Oak and Suttle Streets on the south, and by the rear lot lines of lots facing west on Washington Street on the west.
- B. The area bounded by Warren Street and the rear lot lines of lots facing north on Marion Street on the north, by a creek and a southerly extension of Osborne Street on the east, by another creek (which parallels Anthony Street) on the south, and by Juan Place on the west. This is the Creekside-Flat Rock Area.
- C. The area bounded by the rear lot lines of businesses fronting on Grover Street as well as by the public housing site on the north, by Buffalo and Weathers Streets and a line connecting the two sections of Lincolnton Street on the east, by the Seaboard Airline Railroad tracks on the south, and by Eagle Street and the rear lot lines of lots facing east on White Street on the west. (This description would not, however, embrace a small pocket of bad housing located to the northeast of the public housing site on Frederick Street which should be included in the redevelopment area.)
- D. The area bounded by the Seaboard Airline Railroad tracks on the north, by Lineberger Street on the east, by the rear lot lines of lots facing south on Suttle Street on the south, and by the rear lot lines of lots facing west on Mint Street on the west.
- E. The area bounded by Graham, McBrayer, Blanton and Martin Streets -- excluding, however, the standard homes on the northern fringes of the block.
- F. The "Jamestown" Section, e.g., Jamestown, Mulberry and Spangler "Streets."





To this list might be added a predominately non-residential area which evinces a substantial degree of blight:

- G. The block bounded by Warren, Morgan, Graham and McBrayer Streets. This block is practically a wasteland in spite of its valuable location in proximity to downtown. It contains going businesses, abandoned storage buildings and service stations, three standard and three sub-standard residences, a nice parking lot and plenty of weeds.

Map 18 shows these areas as precisely as they can be shown on a map of such small scale. The following table provides data on the number of standard and sub-standard residential and non-residential structures in each area -- as well as the percentages of blight which these figures imply.

TABLE VI INDICES OF BLIGHT IN SEVEN PROBLEM AREAS

Area	Number Stan. Res. Strucs.	Number Sub- Stan. Res. Strucs.	Number Stan. Non- Res. Strucs.	Number Sub- Stan. Non- Res. Strucs.	Percentage of Blight Dwell. Only	All Strucs.
A	20	158	4	12	88.76	87.63
B	46	208	4	4	81.89	80.92
C	28	126	2	8	81.82	81.71
D	11	57	1	3	83.82	84.51
E	4	44	1	1	91.67	91.84
F	0	33	0	0	100.00	100.00
G	3	3	3	8	50.00	72.72

The most likely order in which the seven proposed redevelopment projects might be accomplished, along with a rationale supporting the rank order, is as follows:

- (1) The "Jamestown" Section. This pocket of blight will be effectively wiped out by the projected connection between Grover and Lee Streets. This is a relatively high priority major thoroughfare project. Right-of-way acquisition would be tantamount to clearance with no Federal money needed.
- (2) Creekside-Flat Rock. This pocket of blight seems to be the most visible one in Shelby. Hence, it might be easier to "sell" this project than certain others.



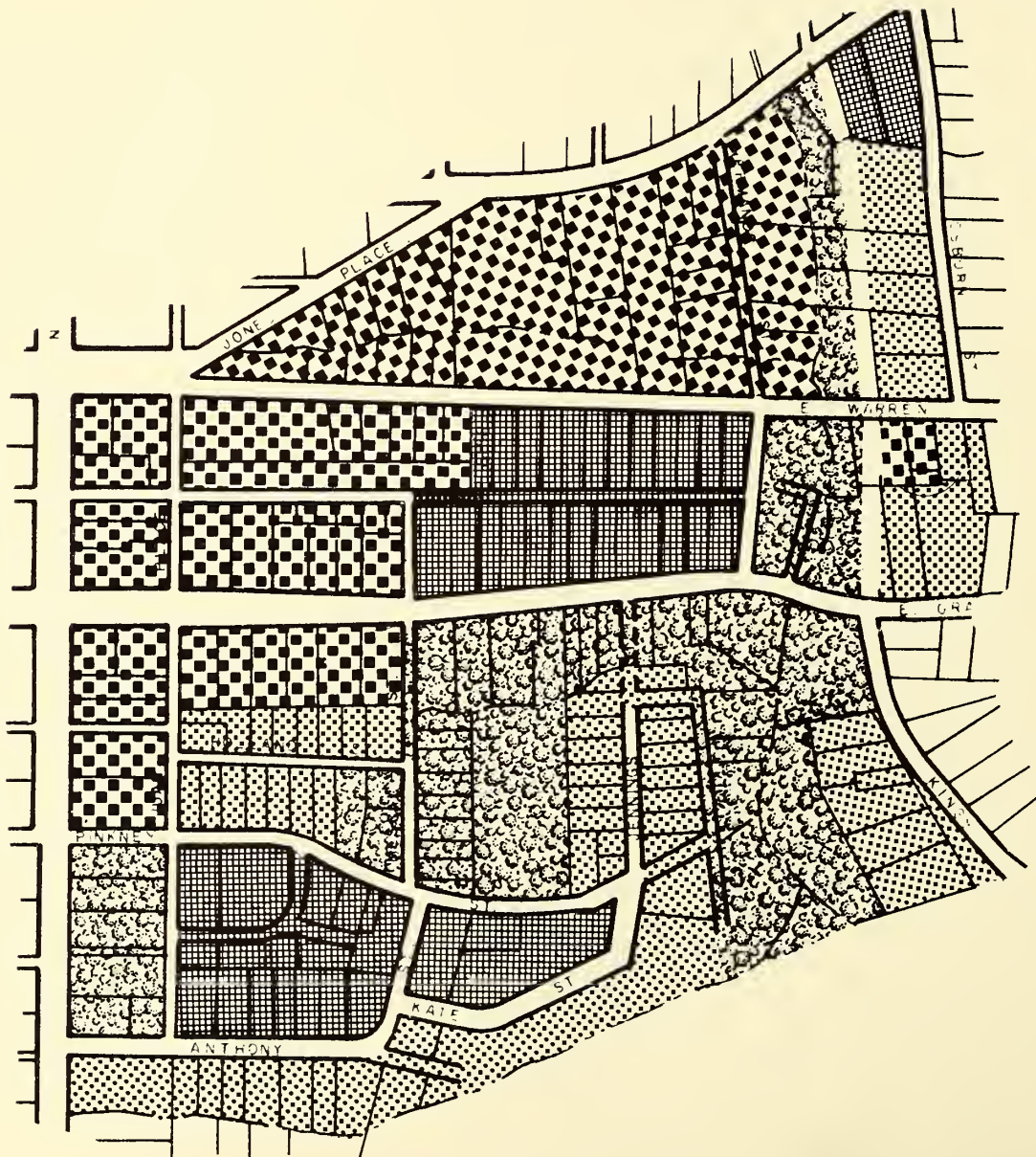









Logical Future Land Use Pattern  
Redevelopment Area B  
(With Environs)

S H E L B Y

North Carolina

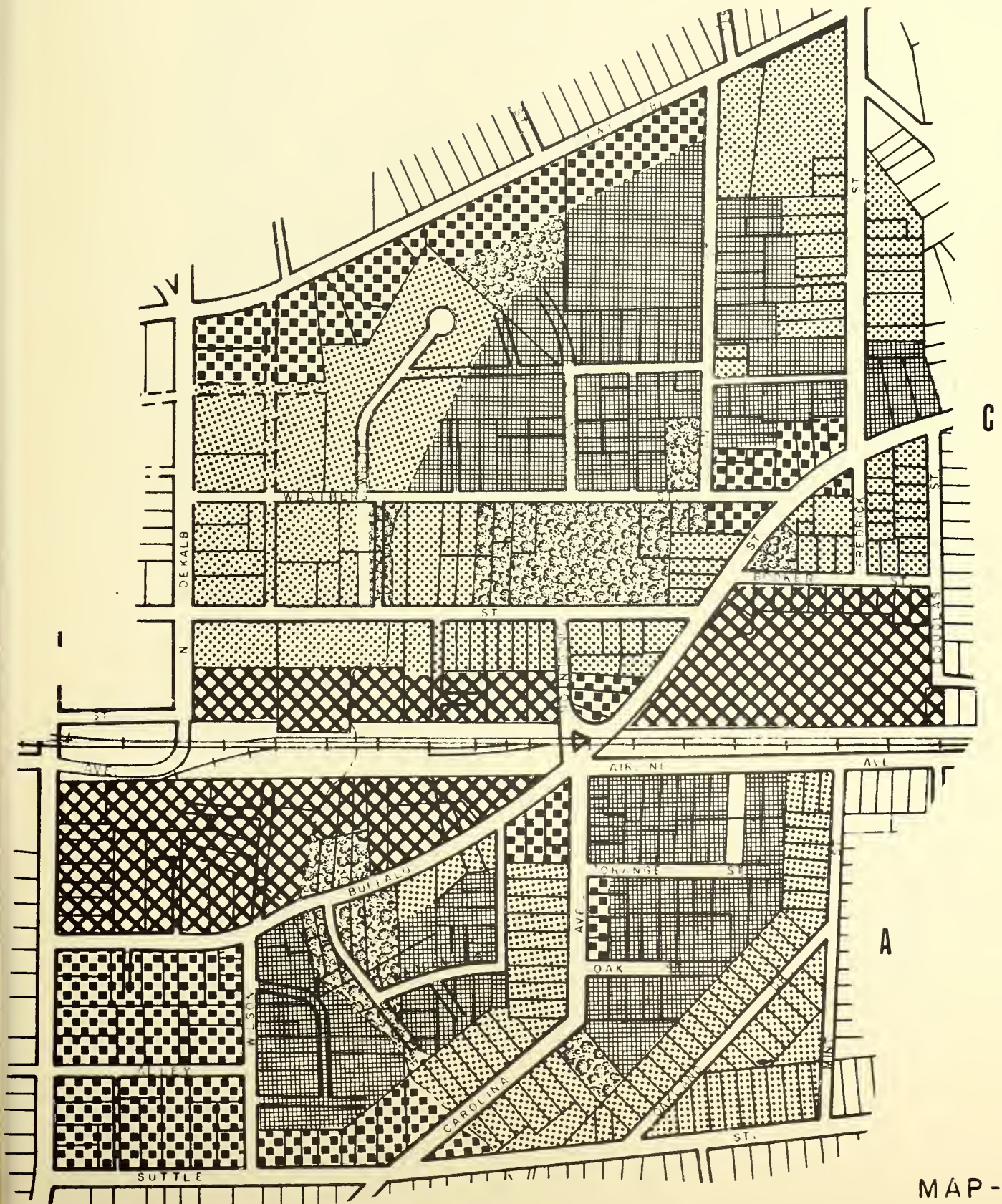


LEGEND

-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC & SEMI-PUBLIC
-  SINGLE-FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL



# Logical Future Land Use Pattern Redevelopment Areas A & C (With Environs)





Although this area is not as bad as Area "A" (the Wilson-Wardell slum) it does have enough environmental problems to require almost complete clearance. The Hunter School, which is one of the few assets of the area, should be spared and the size of its site should be increased. The standard homes along Graham, Holland and Pinckney Streets also should be preserved. The logical re-use of the entire area -- excluding the creek bottom -- is for medium or high density residential development. (Playgrounds and parks could utilize the creek-bottom areas which are unfit for housing.) Parts of Flat Rock, because of the existing school and its proximity to downtown would make ideal public housing sites. However, it must be recognized that sufficient housing in other parts of the City would have to be provided before an area of this size could be cleared and redeveloped. Map 21 shows how the area might logically be revamped for business, public and private housing uses.

- (3) The Wilson-Wardell-Carolina Avenue Section. This area will probably be the most costly one of all to clear and redevelop. The situation of the area in a creek bottom flanked by small hills will make for site planning problems. The creek should serve as the focus (linear at best) for a park or else it should be conduited. The logical re-use of the core of the area would be for public housing. The land would be too costly for "221" housing. However, general business development would be appropriate between Wilson and Washington Streets and heavy industrial development between Buffalo Street and the railroad tracks. Part of the Carolina Avenue shopping district might well be shifted to Wilson Street. Map 22 shows how the area might be redeveloped.
- (4) The Balance of the Run-Down Area Surrounding the Antrum-Logan Streets Public Housing Site. This area will have more incentive to spruce up whenever the public housing project is completed. There are some nice homes in the area now, but the streets need improvement. White Street is basically alright, but Lincolnton and Eagle Streets will need widening and repaving. Sidewalks would also be appropriate. The small business district at the corner of Weathers and Buffalo Streets could be developed into something nice. It will be very convenient to the whole Negro







community situated between Grover Street and the railroad tracks. It is recommended that the area south of Weathers Street be "spot" cleared and remain in single- or two-family use while the blocks immediately surrounding the public housing site should be used for multi-family development -- perhaps for the expansion of the public housing project. Map 22 shows a suggestive scheme for the redesign of the area.

- (5) The Hickory-Morgan Streets Section in West Shelby.  
and This area should not be too difficult to acquire  
(6) and clear. It can probably be done with private capital and with private sanctions. Conceivably Area "G" (the potential business superblock) could be cleared and redeveloped at the same time. However, this may be most feasible if eminent domain proceedings are used since a part of the area is tied up in an estate. The logical re-use of the Hickory-Minden Streets area is for single- and two-family residences. With a lessening of housing density, thanks to a new lotting pattern and new streets, this area can become an asset to the town. In so doing, it will serve to encourage the rehabilitation of surrounding blocks -- especially to the southward.
- (7) The area between Mint and Lineberger Streets. This rather small area can surely be rehabilitated and "spot" cleared by private action. There should be a good market for the resale of the land fronting on Lineberger Street since it is already zoned for business development. That would leave only the run-down area focussed on Airline, Knot, Porter, Black, and Cline Streets to be renewed. The density of dwellings should be reduced and streets should be rebuilt. This might be a good area for "221" housing.

Granted the foregoing priority schedule is merely tentative, and although it looks awfully far into the future, it is the conclusion of this study that there are ways and means of eliminating shameful housing and environmental conditions. A city like Shelby has much to gain and very little to lose by employing these techniques and tools in a thoughtful and effective program of neighborhood betterment.





